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Managing the Nation's Public Lands Fiscal Year 1984

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Managing the Nation's Public Lands Fiscal Year 1984

This report to the Congress of the United States on the management of the Nation's public lands is submitted pursuant to requirements of the Federal Land Policy and Management Act of 1976 (FLPMA).

The report is for the period from October 1, 1983 to September 30, 1984.

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I. Introduction

". . . Congress declares that it is the policy of the United States that—

"the public lands be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values; that, where appropriate, will preserve and protect certain public lands in their natural condition; that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use;

"the public lands be managed in a manner which recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber from the public lands. . . "

(FLPMA, Sec. 102 (a) (8) and (12))

With these words, the Federal Land Policy and Management Act of 1976 (FLPMA) outlined the vast responsibilities of the Bureau of Land Management (BLM), an agency of the U.S. Department of the Interior. About 300 million acres, or about one-eighth of the Nation, are managed by BLM under the principles of multiple use and sustained yield for the benefit of all Americans. The mineral estate underlying an additional 300 million acres of lands administered by other agencies or private interests also comes under BLM's jurisdiction.

The public lands in the Western States, including Alaska, are some of America's last wide-open spaces. National attention has turned to the rich resources of the public lands as the Nation seeks to meet its growing needs for energy, food, timber, minerals, water, wildlife, and recreation. This attention is long overdue and, not surprisingly, has generated increased interest over how to manage and use public land resources.

The facts cited below indicate that the stakes are high and continue to grow:

- Onshore public lands contain about 1.6 billion barrels of proven domestic oil reserves and about 12.7 trillion cubic feet of recoverable domestic natural gas reserves.
- More than 55 million acres of public lands are prospective sources of geothermal energy. In addition, approximately 2 million acres have been identified as known geothermal resource areas.
- Half of the Nation's coal reserves are in the West, and as much as 60 percent of that coal is owned by the Federal Government. BLM also administers substantial eastern coal reserves, the largest portion being in Alabama.
- Some 35 percent of the Nation's uranium reserves are found on public lands in the Wyoming basin and on the Colorado plateau.
- About 80 percent of the Nation's oil shale, the largest known reserve in the free world, lies under public lands, mostly in Colorado.
- The 11 major tar sand sites occur on public lands in Utah, and are estimated to contain almost 2 billion barrels of recoverable oil.
- The public lands contain an enormous storehouse of the Nation's nonenergy mineral deposits, including some world class deposits of molybdenum, phosphate, sodium, lead, zinc, and potash.
- About 21,000 livestock operators graze about 4.3 million head of domestic livestock on the public lands. Approximately 10 million animal unit months of forage are harvested from these lands each year.
- About 1.2 billion board feet of timber are harvested from BLM-managed Federal lands in an average year.
- The public made an estimated 56 million visits last year to hundreds of unique recreational areas on the public lands, including 13 Wild and Scenic Rivers, 21 National Trails, and 28 Outstanding Natural Areas.
- In 1984 Congress designated 328,000 acres of BLM lands as components of the National Wilderness Preservation System, bringing BLM totals in the system to 341,000 acres.
- BLM has the Nation's largest cultural resource management responsibility. More than 320 archaeological and historical sites already are listed on the National Register of Historic Places, and 400 more are pending. Nearly 25,000 other sites or areas potentially are eligible for nomination, and inventories are identifying annually an additional 1,000 sites of possible cultural significance.
- BLM manages more wildlife habitat than any other Federal or State agency. The public lands are home to one out of every five of the big game animals in the entire United States, including most of the caribou, brown and grizzly bears, desert bighorn sheep, moose, mule deer, and antelope. BLM also manages 17 million acres of wetlands, 15.4 million acres of riparian habitat, 323,000 miles of perennial streams, and nearly 4.2 million surface acres of lakes and reservoirs. These lands contain more than 86,000 miles of streams that contain trout, salmon, and other sport fish.

The magnitude and value of these resources, along with the high potential for conflicting demands and uses, make BLM issues some of the most pressing domestic resource policy issues facing the Nation. BLM is involved in many high-visibility issues: onshore oil and gas development, energy facility siting and transcontinental pipelines, coal development, synfuels, nuclear and other hazardous waste disposal, timber production, the availability of water and land for urban development, the disappearance of the Nation's open spaces, and many others.

In addition to providing energy, food, mineral, timber, wildlife, and cultural resources, the public lands provide revenues to the Federal and State treasuries. An estimated $215 million was collected in Fiscal Year 1984 and turned over to the Federal Treasury, portions of which were distributed to State and local governments. These revenues were paid by users of the public lands in the form of grazing fees; energy and mineral lease sale receipts, filing fees, royalties, and rental payments; timber sale payments; recreation and firewood permit fees; etc.

Public land management is not simply a matter of administering a series of programs to address isolated problems and issues. This intricate combination of natural resources interlock in a system wherein change in the use of one almost invariably means change in another. BLM has developed and implemented a management system to meet its multiple use mandate and to guide its decisions and actions. There are four key elements in this system:

- a planning and decisionmaking process that balances alternative uses, includes public participation, and directs BLM's implementation activities;
- implementation of land use plans, particularly by making on-the-ground improvements that increase productivity and resource values on the public lands;
- monitoring of resource conditions on the public lands to determine the effectiveness of a wide range of activities; and
- service, operations, and maintenance activities to meet the public's needs and to provide cost effective protection of existing investments.

BLM's management process is designed to resolve many of the conflicting demands placed upon the public lands and to facilitate the development of needed resources while protecting other resource values from inadvertent damage or destruction.

II. Fiscal Year 1984 Progress Report

A. Planning

"The Secretary shall, with public involvement and consistent with the terms and conditions of this Act, develop, maintain, and when appropriate, revise land use plans which provide by tracts or areas for use of the public lands."
(FLPMA Sec. 202 (a))

With millions of acres to administer and a multitude of resources to manage, BLM faces a definite challenge in determining appropriate uses for each parcel of public land. A land use planning process that balances the needs of the various resources, users, and the national interest facilitates decisionmaking. Public participation by local residents, public land users, State and local governments, and affected interest groups plays an important role in the interdisciplinary management of the public lands and their resources.

Resource Management Plans (RMP) form the framework for making decisions on the protection and management of critical areas and the allocation of resources among uses or levels of use.

Effective since 1979, the comprehensive Resource Management Planning regulations provide for an orderly transition from BLM's former planning system, Management Framework Plans (MFP). Maximum use is being made of the MFP amendment process to accelerate response time to new proposals, developments, or policies.

BLM Manual sections for Resource Management Planning were issued in April 1984 to assist field offices in implementing the regulations efficiently and effectively. In Fiscal Year 1984, 11 new RMP's were completed, along with the last 3 MFP's. In addition, 25 MFP amendments were prepared to analyze specific issues where a complete update of the existing planning base was not required.

A comprehensive Communications/Training Program was launched in 1982 with the issuance of a Reference Guide to Pilot RMP Experiences. The guide was updated upon completion of the Pilot RMP's during Fiscal Year 1984 and will be reissued in final form in Fiscal Year 1985. Three sessions of the RMP Short Course were conducted at BLM's Phoenix Training Center, and a new course in "Using the Plan" will be added next year.

A Task Force on Social and Economic Analysis was convened during the year, and 18 issues were identified and ranked. Needs for guidance in social and economic analysis and socioeconomic mitigation were among the higher priority items recommended for action.

B. Energy and Minerals

> "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That deposits of coal, phosphate, sodium, oil, oil shale, or gas, and lands containing such deposits owned by the United States . . . shall be subject to disposition in the form and manner provided by this Act. . ."
>
> (Mineral Leasing Act of 1920)

Geology and Mineral Resources

BLM has taken several steps towards meeting its new responsibilities acquired following the Interior Department's 1983 realignment of minerals management functions. To assure integrity of the oil and gas leasing program, BLM fully implemented existing classification standards and initiated an accelerated review of all producing areas to determine which lands should be leased competitively as Known Geologic Structures (KGS). BLM also has developed new standards for classifying lands valuable for other minerals.

Once the new criteria are adopted, Federal mineral lands will need to be evaluated for their mineral character. To carry out this task, BLM has greatly expanded its technical training programs for geologists and mineral specialists in the areas of land classification and evaluation.

During Fiscal Year 1984, 4.645 million acres were added to KGS lands, bringing the national total to 28.901 million acres classified for competitive oil and gas leasing. Classification actions involving Federal geothermal lands resulted in the addition of 84,165 acres to Known Geothermal Resource Areas (KGRA) and the deletion of 70,193 acres from existing KGRA's, giving a net increase of 13,972 acres.

The Geology, Energy and Minerals (GEM) assessment program for wilderness study area (WSA) suitability determinations was completed during Fiscal Year 1984. While providing timely input of GEM resources information for more than 8 million acres of WSA's, BLM was able to save more than $10 million that would have been needed for more extensive mineral surveys on these areas.

In Fiscal Year 1984, BLM developed standardized guidance to field geologists on the use of GEM assessments. As a result, the GEM assessment program now will provide the basic mineral resources input to BLM's resource management plans and to everyday multiple-use management decisions on public lands.

Public participation is a key element of BLM's minerals planning systems. As a follow-up to initiatives taken during Fiscal Year 1983, BLM has continued to receive and process nominations from private industry and from the public for Areas of Critical Mineral Potential (ACMP). This program seeks to identify certain withdrawn Federal lands having mineral development potential and to evaluate the possibility of opening these areas to mineral entry. To date BLM has received 113 ACMP nominations involving 340 mineral occurrences and is negotiating with the various Federal agencies that administer surface use of the public lands to remove unnecessary mineral use restrictions.

During Fiscal Year 1984, BLM continued its program of hydrologic technical investigations in support of the Federal coal leasing pro-

gram. In May 1984, BLM formed a hydrologic technical investigations task force to evaluate the effectiveness of past activity and to define the future role of these studies in the coal planning process. The task force has completed a draft report and expects to submit its final report by the end of December 1984.

Oil and Gas Management

The Mineral Leasing Act gives BLM responsibility for oil and gas leasing on about 600 million acres of public lands and national forests, acquired land, and private land where mineral rights have been retained by the Federal Government. Both competitive and noncompetitive oil and gas leasing are covered in the Act.

During Fiscal Year 1984, an approximate total of 7,500 leases covering 10.6 million acres were issued, including 900 leases covering 400,000 acres issued by competitive bidding, 2,400 leases covering 4.7 million acres by over the counter leasing, and 4,300 leases covering 5.5 million acres issued under the simultaneous oil and gas leasing system.

The simultaneous oil and gas leasing program was suspended during Fiscal Year 1984 to allow a systematic re-evaluation of lands to determine whether they are within the limits of a known geological structure of a producing oil and gas field and thus should be leased competitively. During this suspension, BLM developed and implemented regulations published on June 29, 1984, requiring submission of the first year's rental at the time of filing for a lease. This rulemaking was designed to enhance the ability of the leasing program to encourage exploration and production from the public lands.

During Fiscal Year 1984, it became apparent that some filing service companies had embarked on an aggressive sales campaign wherein they would acquire large leases and subdivide them into small parcels for sale through assignments, thus dampening the possibility for exploration and development. As a result, actions to approve partial assignments involving small parcels were suspended for 5 months during the year. Permanent solutions to this problem are being considered.

The Kvichak and Goodnews Bay units in Alaska were scheduled to be opened in 1984 but were delayed in the planning process. Due to the Governor's objections to the Bristol Bay Cooperative Management Plan mandated by the Alaska National Interest Lands Conservation Act, BLM will prepare environmental assessments for these areas as an individual activity planning effort, rather than as part of the comprehensive plan. BLM did prepare and publish an environmental assessment on 3,154,214 acres in the Iditarod-George area during Fiscal Year 1984.

A Public Land Order was issued in May 1984 opening certain Trans-Alaska Pipeline Utility Corridor lands between Washington Creek and 7 miles north of the Yukon to State selection. The State immediately requested that all of the corridor lands be opened to State selection, delaying any future actions in the area until a decision is made concerning the proposal.

All competitive leasing action in the Cook Inlet and Cape Lisburne areas has been delayed because much of the land has been selected by the State of Alaska and Native Corporations. The Gulf of Alaska Province is largely under Forest Service management and is being studied in a programmatic environmental assessment on oil and gas leasing.

A fourth competitive lease sale of lands included in the National Petroleum Reserve, Alaska was held in July 1984. No bids were received on the 64 tracts offered which contained 1.6 million acres.

Onshore Oil and Gas Order No. 1 became effective November 21, 1983, and was modified December 20, 1983. The order reduces application requirements and expedites case processing for approvals of drilling and subsequent operations on onshore Federal and Indian oil and gas leases.

On January 9, 1984, a Memorandum of Understanding was executed between BLM and the Minerals Management Service to standardize their working relationship and to improve accountability on onshore Federal and Indian oil and gas (and other mineral) leases. In June, BLM and the Forest Service signed a Memorandum of Understanding that delineates responsibilities of the two agencies and gives the Forest Service a major role in pre-lease activities, including preparation of environmental assessments, leading to oil and gas leasing decisions on lands administered by the Forest Service. This arrangement will result in a single, comprehensive document for use by both agencies in guiding leasing decisions.

As of January 1, 1984, an estimated 148,466 oil and gas leases were supervised by BLM on Federal and Indian lands, of which 19,336 were producible. Approximately 20 percent of the producible leases and 10 percent of the total leases are on Indian lands.

During Fiscal Year 1984, approximately 2,000 operators were engaged actively in producing oil and gas from onshore Federal and Indian leases located in 26 States. A total of 4,479 applications for permit to drill were filed for oil and gas wells, and 4,231 were processed. Current statistics indicate that over 2,000 new oil and gas wells were completed for production on Federal and Indian lands.

As of June 30, 1984, there were approximately 22,000 oil completions and 17,000 gas completions on Federal lands, and about 4,900 oil completions and 3,200 gas completions on Indian lands for a grand total of approximately 47,100 producible completions plus another 7,100 service wells for which BLM is responsible.

The Office of Inspection and Enforcement (OIE) revised and expanded the nationwide inspection and enforcement strategy for oil and gas activities to assure that:

- lessees comply with applicable regulations and lease terms;
- production is properly handled and reported by lessees and verified by BLM;
- natural resources and the environment are protected;
- wells and operational sites are, when no longer needed, properly abandoned; and
- equipment and procedures are in place to protect public health, safety, and property.

OIE monitored inspection and enforcement activities for uniformity and consistency by Quality Assistance Team (QAT) visits to ensure that field offices are fully implementing all directives, taking consistent and firm enforcement actions when violations exist, and providing necessary training, guidelines, and equipment. During Fiscal Year 1984, 7 QAT visits of 2 weeks duration each were made in 11 Districts in 7 major oil and gas producing States. QAT teams comprised of technical personnel and analysts provide procedural review and on-the-job training to inspectors and managers in field offices.

BLM's allocation of inspector positions was increased from 102 to 122 to expand the number of annual inspections and take necessary enforcement actions. Site security was improved by using site facility diagrams required by new regulations, and instituting the use of Federal seals on pipeline and storage tank valves to assure accountability when lessees are found to be lax in compliance.

A major analysis of alternatives for ensuring the maximum use of all available Bureau resources in support of the Inspection and Enforcement program was undertaken. Several initiatives were begun to improve the skills of field managers, clarify management relationships, and increase the level of on-site lease surveillance through the cross-utilization of trained surface protection personnel.

In keeping with the requirements of the Federal Oil and Gas Royalty Management Act, 60 new oil and gas inspectors were trained in techniques and procedures for inspecting production facilities and drilling operations. The curriculum was improved to meet the needs of new inspectors, and additional courses now are being developed to increase the knowledge and skills of experienced inspectors. Handbooks of inspection procedures for drilling activities and production operations were compiled to assist oil and gas inspectors.

Final regulations were published in the *Federal Register* on September 21, 1984, for enforcement of oil and gas laws, operating regulations, and lease terms by imposing new monetary penalties for noncompliance. Regulations provide for administrative assessments under the Mineral Leasing Act and civil penalties under both the Federal Oil and Gas Royalty Management Act and Mineral Leasing Act.

Development of the Onshore Oil and Gas Lease Inventory and Inspection System (known as MS-1) continued in Fiscal Year 1984. Use of MS-1 records has reduced inspectors' office time, thereby improving the monitoring of field activities, and provided more data for review, analysis, and evaluation. When MS-1 is implemented completely, comprehensive oversight of the inspection and enforcement program will be enhanced and separate monthly reports from field offices will be eliminated.

Geothermal Management

> ". . . the Secretary of the Interior may issue leases for the development and utilization of geothermal steam and associated geothermal resources. . ."
> (Geothermal Steam Act of 1970, Sec. 3)

The Geothermal Steam Act of 1970 provided BLM authority to issue leases on public, withdrawn, and acquired lands administered by the Departments of the Interior and Agriculture. During Fiscal Year 1984, approximately 53,000 acres within known geothermal resource areas received high bonus bids of $539,000. A total of 5.9 million acres have been leased for geothermal development since the program began in 1974. At the end of Fiscal Year 1984, 1,608 geothermal leases were in effect, of which 30 were capable of production and 12 actually were in production.

Coal Management

In the western United States, as much as 60 percent of the coal reserves are owned by the Federal Government. Major reserves are found in Colorado, Montana, New Mexico, North Dakota, Utah, and Wyoming. By the end of Fiscal Year 1984, a total of 631 coal leases were outstanding on Federal lands, covering 951,400 acres and containing an estimated 17.7 billion tons of recoverable reserves of coal.

Of these 631 leases, 237 were active and 331 leases were being monitored for conformance to the Federal Coal Leasing Amendments Act of 1976. In addition to the Federal coal leases, there were 6 inactive prospecting permits, 3 mining licenses (of which 2 were producing), 66 exploration licenses, 1 use permit, and 185 applications for the above.

The current Federal coal management program utilizes a sequential process, emphasizing land use planning, surface owner consultation, and activity planning for leasing. Continued substantial input from industry, other Federal agencies, State and local governments, and the public is an essential and integral element of the program.

Coal management also includes leasing by application within Federal coal regions under emergency conditions (e.g., where Federal coal would otherwise be bypassed) and outside Federal coal regions where regional competitive leasing is impractical.

Other aspects of the program include processing of pending preference right lease applications (PRLA's), processing coal exploration license applications, action on coal exchanges, and management of existing leases.

Through the lease by application component of the program, four lease sales were held and four new leases containing about 40 million tons of recoverable reserves were issued during the fiscal year. No preference right lease applications were processed to completion. Six previously rejected PRLA's were reinstated by the Interior Board of Land Appeals, increasing the total number of pending PRLA's from 131 to 137.

Final regional coal EIS's were filed with the Environmental Protection Agency for the Southern Appalachian-Alabama Subregion, San Juan River Region in New Mexico, and Uinta-Southwestern Utah Region. Additionally, draft EIS's for the Green River-Hams Fork and

Powder River Regions were completed and released for public comment. However, regional lease sales scheduled in Fiscal Year 1984 for these five regions were postponed pending action on program revisions directed by the Secretary as a result of two congressionally directed Federal coal program reviews.

The first of these reviews was initiated in August 1983, when the Secretary of the Interior appointed a Commission on Fair Market Value Policy (the Linowes Commission) pursuant to Public Law 95-63 to study the Federal coal management program and make recommendations to improve Interior's leasing procedures. In November 1983, Congress imposed a moratorium on coal lease sales until 90 days after the Commission published a report of its findings and recommendations. The Commission's report, *Fair Market Value Policy for Federal Coal Leasing,* was made available to Congress and the Secretary of the Interior in February 1984. It contained 36 recommendations and several judgments and conclusions.

In a separate but related action, Congress directed a second review by the Office of Technology Assessment (OTA) to provide an assessment of the Federal coal program's ability to ensure the development of coal leases in an environmentally acceptable manner. The OTA's report, *Environmental Protection in the Federal Coal Leasing Program,* which contained 10 policy options for improving program effectiveness, was submitted to Congress and the Secretary in May 1984.

The Secretary has responded to both the Linowes Commission and the OTA reports (*Review of Federal Coal Leasing* of March 19, 1984, and *Review of Planning Considerations in Federal Coal Leasing* of July 19, 1984, respectively), accepting most of the recommendations and policy options. Through BLM, the Department is developing rules, procedures, and guidelines to implement 35 of the 36 Linowes Commission recommendations and the 10 OTA policy options. The Department expects to have in place a decisionmaking process that will allow consideration of regional coal leasing by mid-summer 1985 if Regional Coal Team recommendations advocating sales are forthcoming.

As part of the overall program review process, the Department on August 30, 1984, decided to prepare a supplement to the 1979 programmatic environmental impact statement (EIS) on Federal coal leasing. The EIS supplement will revisit the assumptions and projections described in the 1979 EIS and will consider several program and policy changes made since then, including those based on the Linowes Commission and the OTA reports. The final EIS supplement is scheduled for completion in July 1985. The Secretary then will reach a decision on whether or not to resume regional coal sales under the revised coal program or to select an alternative program.

In June 1983, BLM's Director decided that regional or areawide EIS's would be necessary for all pending preference right lease applications, excepting 43 PRLA's already included in adequately prepared environmental documents. Preparation of three areawide or regional EIS's covering 76 of 137 PRLA's was begun during the fiscal year. Completion of draft and final EIS's was delayed pending review of Departmental policy and procedures for determining commercial quantities and the identification and presentation of alternatives to the proposed action and alternative means of mitigating environmental impacts. Nevertheless, the Department remains optimistic that the majority of the remaining PRLA's can be processed to a decision point (reject or issue lease) by the end of calendar year 1986.

Oil Shale/Tar Sand Management

BLM manages more than 80 percent of the estimated oil shale reserves in the 25,000-square mile Green River formation in northwestern Colorado, northwestern Utah, and southwestern Wyoming. The formation contains a total estimated potential of almost 2 trillion barrels of shale oil, of which an estimated 731 billion barrels are commercially developable.

In 1974, BLM issued four oil shale leases—two in Utah and two in Colorado—as part of the Department's Oil Shale Prototype Leasing Program. Objectives of this program were to issue a limited number of leases to stimulate development of commercial oil shale technology by private industry; and to develop the environmental safeguards, management expertise, and government supervision necessary in a future oil shale industry.

Initial phase development of the two Colorado prototype leases (C-a and C-b) has occurred. The first test retort on C-a was ignited in 1980 and recently shut down. Loss of water pressure in the retort is under investigation. C-b currently is under approved suspension. The operators have submitted a revised detailed development plan for Departmental review and are waiting to see if the letter of intent for loan and price guarantees issued to C-b by the United States Synthetic Fuels Corporation will be honored. Continued funding of the Corporation has been approved for Fiscal Year 1985. An overall operating budget of $11 billion has been approved; however, letters of intent are being held up until an operating Board of Directors has been confirmed by Congress.

A detailed development plan for the newly combined Utah tracts was approved in March 1982. The Utah operations currently are under suspension awaiting release of the Union Oil Company shale technology process they intend to use.

In continued support of the permanent oil shale program, BLM is preparing EIS's and resource management plans (RMP's) in the oil shale areas of Colorado and Utah. These plans, to be completed in Fiscal Year 1985, will identify multiple uses of the Federal resources within the planning boundaries. Among the identified multiple uses will be priority management areas for oil shale development. Oil shale leasing activities

(other than the initial prototype leases) could begin as necessary after completion of these RMP's. Wyoming RMP's in oil shale areas are scheduled for completion in Fiscal Year 1987.

In addition to long term resource management planning, BLM has undertaken the preparation of proposed regulations to manage long term oil shale leasing. These regulations, which have undergone extensive public review, were delayed pending the outcome of a comprehensive oil shale bill that was introduced into Congress in August 1984, but now are in final preparation.

Several industry applications for exchanges for Federal lands to support ancillary facilities for private oil shale projects are pending. BLM is now preparing several EIS's regarding this development.

About 70 percent of the Nation's tar sand deposits are estimated to be in Utah, principally on Federal lands. Current estimates are that 2 billion barrels are deemed recoverable with today's technology. Approximately 100 to 200 million barrels can be recovered by surface mining; the rest probably will require some form of in-situ techniques.

Final rules governing the conversion of oil and gas leases and valid claims to new combined hydrocarbon leases under the Combined Hydrocarbon Leasing Act of 1981 were issued during Fiscal Year 1982. Since then, 42 applications for conversion have been filed, covering 200 leases and 233,393 acres of Federal land. Nine of these applications proposed to develop the resource using surface mining techniques. The remainder proposed some form of in-situ extraction; either steam floods or fire floods. Applications have been received in 9 of the 11 Special Tar Sand Areas.

The Act requires that the applications demonstrate "reasonable protection of the environment." To assess this criterion, four EIS's and six environmental assessments were initiated by BLM and one environmental assessment was initiated by the Forest Service during Fiscal Year 1984.

Regulations governing the competitive leasing of combined hydrocarbons were issued in final and nominations for new leasing tracts were received during Fiscal Year 1983. During Fiscal Year 1984, land use planning amendments were prepared in three BLM Districts (a fourth recently had updated its plans) to accommodate tar sand development.

The potential environmental impacts of these planning amendments were analyzed in a

regional EIS, which also analyzed the cumulative impact of tar sand development throughout Utah resulting from all sources: new leasing, conversions, and private lands. As a result of this exercise, 18 potential lease tracts were identified. The final EIS was issued towards the end of the fiscal year and a decision on which tracts, if any, to offer will be made early in Fiscal Year 1985.

Planning in one other BLM Resource Area that contains significant amounts of tar sand, Utah's Book Cliffs, is being conducted through the new RMP process. A draft RMP, including areas where tar sand development will be a priority use, was issued for that area during Fiscal Year 1984.

BLM also has the responsibility for supervising development operations on oil shale and tar sand leases. These responsibilities include engineering, environmental and economic studies of operations on the existing oil shale leases and combined hydrocarbon leases, as required by the lease terms, and inspection of all operations on leased lands to ensure that requirements for conservation of resources and environmental standards are met.

Nonenergy Mineral Leasing

Public lands are an important source of several nonenergy minerals; e.g., sodium, phosphate, potassium, lead, and zinc. On May 25, 1984, revisions to the mineral leasing regulations (43 CFR 3500) became effective after a long term, comprehensive analysis of public comments on the 1982 draft version. The revisions included provisions that streamlined the processing of prospecting permits and lease applications, defined "valuable deposit" and "chiefly valuable" among other terms, and added new provisions for exploration and development of hardrock minerals.

The beginning of Fiscal Year 1983 found BLM with an excessive workload of more than 1,200 cases on file. By the end of Fiscal Year 1984, a concerted, diligent effort by BLM's adjudication staff resulted in a reduction to approximately 350 cases.

Additionally, a total revision of the 43 CFR 3500 regulations has been under way to change the existing complex format to one that addresses each leasable mineral under separate headings. The mineral-specific format will complete the task started in 1983 of clarifying and streamlining the mineral leasing regulations. Final revisions are expected to become effective in late 1985.

The majority of the nonenergy mineral leases include copper, lead, zinc, phosphate, potash, sodium, and sand and gravel. Of these minerals, there were 104 producing nonenergy mineral leases, 95 active mine work leases, 19 exploration leases, and 12 development leases for BLM to monitor in Fiscal Year 1984. A few leases for other minerals, including iron ore, molybdenum, barite, quartz, feldspar, fluorspar, and wavellite, among others, also exist. Table A summarizes the significant nonenergy mineral leases.

TABLE A

NONENERGY MINERAL LEASES ADMINISTERED BY BLM as of September 30, 1984

Mineral	Producing	Active Mine Works	Exploration	Development
Copper	3	—	—	—
Lead/Zinc	10	1	—	3
Phosphate	11	4	4	8
Potash	55	82	1	—
Sodium	15	8	3	1
Sand & Gravel	10	—	11	—
Totals	104	95	19	12

Mining Law Administration and Mineral Materials

As a result of the June 1983 Supreme Court ruling declaring sand and gravel minerals reserved to the Federal Government under the Stock Raising Homestead Act, BLM distributed final procedures in Fiscal Year 1984 to resolve related unauthorized use cases. Unless previously notified, only those parties removing sand and gravel from SRHA lands after July 21, 1983, will be required to compensate the Federal Government for the unauthorized removal of sand and gravel.

Efforts to reduce the number of pending mineral patent applications resulted in the issuance of 65 mineral patents covering 8,690 acres during Fiscal Year 1984. This reduced the number of pending mineral patent applications from the Fiscal Year 1982 level of 412 to 291 at the close of Fiscal Year 1984.

Since 1976, BLM has recorded approximately 1.7 million mining claims, of which approximately 1.1 million are still active. During Fiscal Year 1984 BLM processed 1,007,944 instruments dealing with the recordation of mining claims. BLM receives an average of 140,000 new claims each year.

Hazardous Materials Management

Hazardous materials management is a program that touches most other BLM programs, including lands; minerals; forestry; range; soil, water, and air; as well as engineering and resource protection. The goals of the program include:

- Protection of the health and safety of the public, Federal land users, neighbors, and BLM employees, as well as protection of the environment and natural resources.
- Compliance with applicable Federal and State laws, rules, orders, etc., within the context of BLM's statutory mission as a Federal natural resource manager.
- Cleaning up past problems, controlling current problems, and minimizing future problems of hazardous materials on public lands in a cost-effective manner.

Significant accomplishments in Fiscal Year 1984 include issuance of instructions to field offices on safety, site reporting requirements, permit certification, and other hazardous materials related procedures. Field offices identified many potentially hazardous sites that may be on public lands. A total of 173 sites were identified in this manner.

Cleanup/control or other disposition schedules for many of the known sites were established on a priority basis. In Southern California, an aerial survey was initiated to identify potential hazardous material sites. Approximately 21 million acres eventually were surveyed by this means. Bureau field office staffs also responded to numerous hazardous materials spills and illegal dumping situations, mostly in California.

C. Land Programs

> "The Congress declares that it is the policy of the United States that . . . the public lands be retained in Federal ownership, unless as a result of the land use planning procedure provided for in this Act, it is determined that disposal of a particular parcel will serve the national interest."
>
> (FLPMA, Sec. 102 (a) (1))

During Fiscal Year 1984, BLM's Lands Program focused on:

- responding to State and local government requests for acquisition or use of public land for community expansion and recreation or public purpose activities;
- modifying land exchange processing to eliminate unnecessary requirements and streamline procedures;
- accelerating programs of State and private land exchanges to foster improved and more efficient management of the public lands;
- transferring Federal land to States to satisfy State indemnity (in-lieu) land entitlements that remained outstanding; and
- producing regulations to clarify and simplify land sale procedures.

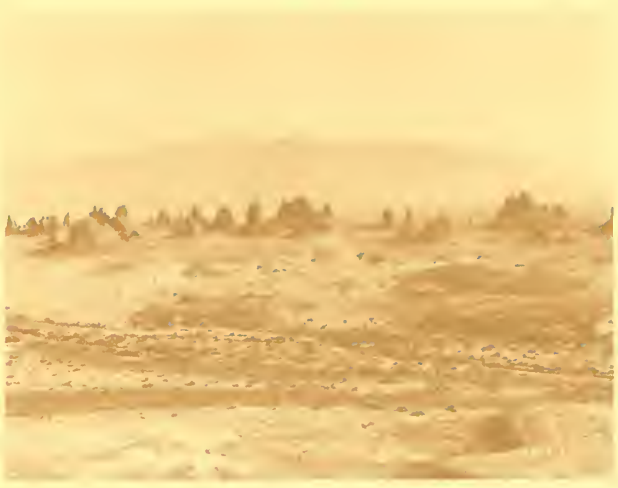
The Recreation and Public Purposes (R&PP) Act authorizes the Federal Government to lease or sell public lands at less than full fair market value to State and local governments and nonprofit groups for recreation and public purpose needs. In Fiscal Year 1984, BLM processed 288 R&PP applications involving 81,443 acres of public land. Applications continue to be filed at a rate of approximately 80 per year.

Land exchanges, i.e., exchanging public land for State and private land, provide opportunities to simplify ownership patterns and improve respective management programs, meeting both public and private needs. In 1981, 70,578 acres were conveyed through exchange. In 1982, that figure climbed to 95,424 acres, and in 1983, to 134,079 acres. In 1984, 67 exchanges conveyed 439,000 acres of public lands to States and private interests in return for 480,000 acres of their lands. The acreage total represents about a 270 percent increase over that exchanged during Fiscal Year 1983.

As Western States were admitted to the Union, they were granted Federal land for a variety of purposes. In many cases, however, land due the States had been preempted by settlement, mining claims, and Federal programs. Accordingly, Congress authorized the States to make indemnity, or in-lieu, selections for the land "lost." Conveyance of such in-lieu land to the Western States has been accelerated rapidly. Between 1977 and 1980, only 3,859 acres were transferred. This increased to 58,825 acres in 1981 alone, 80,281 in 1982, and more than doubled to 185,228 acres in 1983. With much of the work accomplished, 1984 transfers dropped to 30,552 acres. BLM expects to essentially complete entitlement work during Fiscal Year 1985.

Processing of Desert Land Act applications continued as a major workload in the States of Idaho and Nevada during Fiscal Year 1984. BLM processed more than 935 applications during the year, reducing to 1,740 a backlog that once involved more than 6,000 cases.

BLM continued to make selected public lands available for sale to allow for community expansion and other purposes. Most of the lands sold consisted of small, isolated parcels. Tracts are carefully selected through BLM's land use planning process to ensure that sale is appropriate. During Fiscal Year 1984, 19,500 acres of public lands were sold for a total of more than $13 million. Of this total, 406 acres were sold under provisions of the Burton-Santini Act for $7.2 million. Of the total acreage sold, 17,609 acres actually were patented during Fiscal Year 1984.



Alaska Lands

The Alaska Lands Program was established to implement the Alaska Statehood Act, ratified on January 3, 1959, and the Alaska Native Claims Settlement Act of December 18, 1971, as amended (ANCSA). The Alaska Statehood Act granted to the State approximately 104.5 million acres, while ANCSA granted Alaska Native corporations 44 million acres of land. Conveyance of lands selected under these authorities is Alaska BLM's top priority.

As provided by the Alaska National Interest Lands Conservation Act of 1980 (Alaska Lands Act), the State can select lands until January 1, 1984. During Fiscal Year 1984, BLM conveyed more than 4.0 million acres to the State, bringing the total conveyed as of September 30, 1984, to 80 million acres, about 75 percent of Alaska's entitlement. This includes patent to 23 million acres and tentative approval for patent to an additional 57 million acres.

To implement the Alaska Railroad Transfer Act of 1983 and on behalf of the Secretary of Transportation, BLM completed draft documents to transfer the Alaska Railroad from the Federal Government to the State of Alaska. The transfer is expected to be completed in January 1985.

Approximately 3,700 Native allotment cases covering 5,600 parcels are pending in Alaska. In addition, approximately 100 settlement claims and other applications for title transfer of small parcels are pending. In Fiscal Year 1984, BLM took action on 1,784 Native allotment cases and closed 89 settlement cases. Adjudication of these settlement claims and other applications still must be completed. All parcels will require boundary staking, survey, and preparation and approval of the survey plat before the patent can be prepared and issued.

During Fiscal Year 1984, BLM conveyed 2.7 million acres to Alaska Native corporations. As of September 30, 1984, interim conveyances and patents have been issued for 33.3 million acres of land (75 percent of their entitlement), including patent to 3.5 million acres and interim conveyance of 29.8 million acres.

Approximately 65,000 mining claim location notices are on file with BLM in Alaska, with about 12,000 new claims filed each year. Tens of thousands of mining claims have been filed on lands selected by the Native corporations and the State. Before these lands can be conveyed, determinations must be made as to whether claims are properly filed under the Federal Land Policy and Management Act and if annual affidavits of assessment or notices of intent to hold the claims are filed in a timely manner.

Many land areas in Alaska have been closed to a variety of uses by Secretarial order over the years. Since 1981, BLM has opened 8.8 million acres in Alaska to mining, 7.7 million acres to mineral leasing, and 3.0 million acres to settlement or FLPMA sales and leases.

Rights-of-Way

> "The Secretary, with respect to the public lands . . . [is] authorized to grant, issue, or renew rights-of-way over, upon, under, or through such lands . . ."
>
> (FLPMA, Sec. 501 (a))

One of the main objectives in the Rights-of-Way Program is to institute full cost recovery for reimbursable rights-of-way authorized under FLPMA and the Mineral Leasing Act of 1920. Because of a Tenth Circuit Court ruling concerning cost recovery, the requirement that fees paid for right-of-way costs for applications filed under FLPMA must be reasonable has been thoroughly evaluated. Interim guidance concerning the determination of reasonable costs has been provided to BLM field offices.

A proposed rulemaking for Mineral Leasing Act cost recovery procedures was issued in June 1984. A temporary final rulemaking clarifying the regulations concerning cost recovery procedures for a right-of-way granted for the Trans Alaska Pipeline System also was approved in July.

In Fiscal Year 1984, BLM was involved in various stages of the rights-of-way granting process for 8 major pipelines, 4 power plants, 6 transmission lines, 2 wind generation developments, and 2,582 smaller rights-of-way (including 619 oil and gas rights-of-way, 669 other energy rights-of-way, and 1,294 nonenergy rights-of-way).

Acquisitions

> "Notwithstanding any other provisions of law, the Secretary, with respect to the public lands . . . [is] authorized to acquire pursuant to this Act by purchase, exchange, donation, or eminent domain, lands or interests therein . . . "
>
> (FLPMA, Sec. 205 (a))

BLM has the authority to acquire both the access and other rights needed for public land management, and lands valuable for recreation under the Land and Water Conservation Fund (LWCF). In Fiscal Year 1984, BLM acquired a total of 156 easements. Of these, 130 were for the purpose of providing access to public lands, and the remainder provided rights for such projects as livestock watering facilities, fences, and communication sites. Most tracts were obtained at the appraised price, with only 17 tracts requiring a purchase offer above the appraised value.

In addition, 12 tracts totaling 616 acres were purchased under LWCF funds. No condemnation actions were initiated in Fiscal Year 1984.

Withdrawal Review

> "The Secretary shall, within fifteen years of the date of enactment of this Act, review withdrawals existing on the date of approval of this Act, in the States of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah, Washington, and Wyoming . . ."
>
> (FLPMA Sec. 204 (l) (1))

The Federal Land Policy and Management Act mandated a review of certain public land withdrawals in 11 Western States by 1991 to determine whether, and for how long, the existing withdrawals should be continued.

During Fiscal Year 1984, other Federal landholding agencies continued review of their withdrawn land. BLM completed field review of approximately 2 million acres withdrawn by other agencies from all or some of the mineral and other public land laws.

The Secretary approved 52 public land orders opening 241,000 acres to surface entry, of which 22,500 acres also were opened to mining. It was not necessary to open substantial acreage to mineral leasing since the withdrawals usually did not close the areas to this activity. BLM also terminated restrictive land classifications of approximately 6.5 million acres, thereby further improving multiple use of public lands.

Twenty withdrawals encompassing 92,360 acres were completed for such varied uses as wildlife refuges, administrative sites, recreation sites, watersheds, a metallurgical laboratory, a cemetery, and a prison.

Recreation Management

> ". . . the public lands . . . will provide for outdoor recreation . . ."
>
> (FLPMA, Sec. 102 (a) (8))

Hiking, camping, fishing, river rafting, off-road vehicle use, and other resource dependent recreation are some of the most popular uses of the public lands. BLM's recreation program provides information on available recreation resources; input to Bureau planning efforts where recreation issues exist; and visitor assistance, use supervision, and Recreation Area Management Planning in more intensively used areas.

In February 1984 a special recreation permit policy was adopted. It requires all commercial and competitive users and, in special areas, groups and individual users to obtain permits and pay fees for recreation use. Regulations for special recreation permits were revised to reflect the new policy and published in August 1984. During Fiscal Year 1984, nearly 6,000 special recreation permits were issued. Fees collected for these permits exceeded $650,000.

A number of long-term visitor areas have been designated along the Lower Colorado River in Arizona and California. Minimal facilities are provided, and, beginning October 1, 1984, a nominal fee of $25 per season is charged for issuing a special use permit. These designated areas will help control indiscriminate use of the public lands and minimize damage to the natural resources.

Management plans for six Wild and Scenic Rivers in Alaska were completed and issued during the year.

The Garnet Winter Trail in Montana and the Marble Creek Trail in Idaho were designated as National Recreation Trails during Fiscal Year 1984. The Garnet Trail provides more than 30 miles of snowmobile and ski touring opportunities; the Marble Creek Trail adds 9.7 miles of hiking trail to an existing system and will be cooperatively managed with the Forest Service.

BLM issued a national policy for the management of caves on public lands, setting goals for the identification, protection, and management of these unique geological features. A national level Memorandum of Understanding was signed between the National Speleological Society, the Cave Research Foundation, and BLM. It recognizes previous assistance, encourages continued participation, and provides a basis for developing cooperative management agreements at the local level.

Cooperative management agreements covering protection of historic resources, snowmobile trail management, management of an off-road vehicle area and cave resource management were signed. In all, 19 agreements were executed with user groups, conservation organizations, universities, and State and local governments.

Natural History Resource Management

> "the public lands [will] be managed in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archeological values; [and] that, where appropriate, will preserve and protect certain public lands in their natural condition."
>
> (FLPMA, Sec. 102 (a) (8))

Through the Natural History Resource Management Program, BLM identifies natural areas on public lands having significant scientific and educational values; develops and implements site specific measures to protect these areas (while allowing all compatible uses); and facilitates use of these areas by researchers, educators, and others in environmental science fields. Efforts are coordinated with other Federal agencies, State and local governments, and private institutions to identify the types of natural areas needed in a balanced national system.

During Fiscal Year 1984, 48 areas comprised of more than 552,000 acres were designated as Areas of Critical Environmental Concern. These designations are made to protect and manage important historic, cultural, or scenic values; fish and wildlife resources or other natural systems or processes; or to point out natural hazards.

Fifteen Research Natural Areas containing 4,700 acres were added, bringing the number of BLM areas in the system to 58. These areas are designated to maintain natural diversity and facilitate scientific research.

In addition, six Outstanding Natural Areas totaling 3,980 acres were designated.

Cultural Resource Management

> "The Secretary of the Interior is authorized . . . to expend and maintain a national register of districts, sites, buildings, structures, and objects significant in American history, architecture, archeology, and culture, hereinafter referred to as the National Register, and to grant funds to States for the purpose of preparing comprehensive statewide historic surveys and plans, in accordance with criteria established by the Secretary, for the preservation, acquisition, and development of such properties;"
>
> (National Historic Preservation Act of 1966, Sec. 101 (a) (1))

Public lands contain a physical record of some 20,000 years of human history. In a partial inventory, BLM has recorded approximately 100,000 archaeological and historic properties and estimates that as many as 5 million properties exist on public lands.

In its cultural resource management program, BLM identifies, records, evaluates, plans for, and makes informed judgments on the use of the cultural resources under its jurisdiction. Approximately 17,000 cultural properties have been evaluated and classified according to several categories of use: socio-cultural use, current or potential scientific use, management use, and conservation for future use.

More than 320 BLM cultural properties are now on the National Register of Historic Places. Approximately 400 additional properties have been nominated or formally determined eligible for inclusion. Also, an estimated 14,000 properties have been evaluated as possibly suitable for nomination, a number that is increasing at a rate of more than 1,000 properties per year.

Inventories of existing cultural resource data have been compiled for about 75 percent of BLM-administered lands. In addition, low percentage sample inventories were completed on about 5 million acres during Fiscal Year 1984.

More than 35,000 fragile and threatened cultural properties were protected during the year by one or more means, including patrolling, posting signs, erecting fences, and site stabilization; periodic patrol was carried out over nearly 2.5 million acres of public lands.

A redelegation for permitting authority under the Antiquities Act and Archaeological Resources Protection Act was approved by the Secretary of Interior on October 1, 1984, giving BLM's Director overall responsibility for the program on public lands. BLM State Directors now have authority to issue and monitor hundreds of archaeological permits every year.

At the same time, the Secretary also delegated authority to the Director to issue permits for inventory and excavation of paleontological resources by qualified applicants. The paleontology program was transferred from the Division of Geology and Mineral Resources during the year to the Division of Recreation, Cultural and Wilderness Resources.

A contract has been awarded for the preparation of a technical report on the use of cultural resource predictive models during BLM planning efforts. The final report, which is scheduled for completion by mid-1985, will discuss use of statistical models, adequacy of data bases, and management applications.

Wilderness Review

> ". . . the Secretary shall review those roadless areas of five thousand acres or more and roadless islands of the public lands, identified during the inventory . . . as having wilderness characteristics described in the Wilderness Act of September 3, 1964 . . . and shall from time to time report to the President his recommendation as to the suitability or nonsuitability of each such area or island for preservation as wilderness. . ."
>
> (FLPMA Sec. 603 (a))

Preservation and management of wilderness became part of BLM's multiple use mandate with the passage of FLPMA. BLM completed its wilderness inventory in the Western States in November 1980. There are now approximately 780 wilderness study areas (WSA's) containing about 24 million acres.

During Fiscal Year 1984, BLM passed the halfway mark in completing field studies of these WSA's. Recommendations from 34 field level wilderness study efforts, covering a total of 202 WSA's, were under review in Washington in preparation for action by the Secretary.

Final wilderness environmental impact statements (EIS's) were issued on four "instant study areas"—areas that had been formally identified prior to July 1, 1975, as natural or primitive areas. This readied these four (Great Rift in Idaho, Powderhorn in Colorado, Humbug Spires in Montana, and Scab Creek in Wyoming) for action by the Secretary.

BLM continued its monitoring of wilderness study areas to protect them against unauthorized activities that could impair their suitability for wilderness designation. Where violations were encountered, BLM sought to have the responsible parties rehabilitate the damaged lands. Such rehabilitation work is in progress in a number of WSA's.

Five of the "instant study areas" were designated as wilderness by Congress during Fiscal Year 1984—Aravaipa Canyon (Arizona), Paria Canyon (Arizona and Utah), Paiute (Arizona), Vermillion Cliffs (Arizona), and Bear Trap Canyon (Montana). Congressional action also added 13 other BLM areas in Arizona, California, Oregon, Washington, and Utah to the National Wilderness Preservation System. As a result of all the additions, the total acreage of BLM public lands in the wilderness system increased from approximately 13,000 acres at the beginning of the fiscal year to 341,000 acres at the end. Table B lists all BLM designated wilderness as of October 1, 1984.

BLM's first wilderness management plan was published in draft form during Fiscal Year 1984 for the Bear Trap Canyon unit of the Lee Metcalf Wilderness (Montana). BLM also took preparatory steps toward management planning for the other newly designated wilderness areas.

TABLE B

Bureau of Land Management Designated Wilderness Lands as of October 1, 1984

State	Wilderness	BLM Acres	Public Law No.	Year Designated	Administering Agency
Arizona	Aravaipa Canyon	6,670	98-406	1984	BLM
	Cottonwood Point	6,500	98-406	1984	BLM
	Grand Wash Cliffs	36,300	98-406	1984	BLM
	Kanab Creek	8,850	98-406	1984	BLM
	Mt. Logan	14,600	98-406	1984	BLM
	Mt. Trumbull	7,900	98-406	1984	BLM
	Paiute	84,700	98-406	1984	BLM
Arizona/Utah	Paria Canyon-Vermillion Cliffs	110,000	98-406	1984	BLM
	Beaver Dam Mountains	19,600	98-406	1984	BLM
California	Santa Lucia	1,733	95-237	1978	Forest Service
	Ishi	240	98-425	1984	BLM
	Machesna Mountain	120	98-425	1984	BLM
	Trinity Alps	4,623	98-425	1984	BLM
	Yolla Bolly-Middle Eel	8,500	98-425	1984	BLM
Idaho	River of No Return	720	96-312	1980	Forest Service
Montana	Bear Trap Canyon (Part of Lee Metcalf Wilderness)	6,000	98-140	1983	BLM
Oregon	Hells Canyon	1,038	98-328	1984	BLM
	Oregon Islands	5	95-450	1978	BLM
	Table Rock	5,500	98-328	1984	BLM
	Wild Rogue	10,160	95-237	1978	Forest Service
Washington	Juniper Dunes	7,140	98-339	1984	BLM
Total		340,899			

D. Renewable Resources

Rangeland Management

> "The Secretary of the Interior shall . . . insure the objects of . . . grazing districts, namely to regulate their occupancy and use, to preserve the land and its resources from destruction or unnecessary injury, [and] to provide for the orderly use, improvement, and development of the range."
>
> (Taylor Grazing Act Sec. 2)

Public rangelands—lands on which the native vegetation is predominantly grasses, grasslike plants, forbs, or shrubs—cover 170 million acres in 16 Western States, exclusive of Alaska. BLM's management of these lands is guided by the Taylor Grazing Act (TGA) of 1934, the Federal Land Policy and Management Act (FLPMA) of 1976, and the Public Rangelands Improvement Act (PRIA) of 1978.

This year the rangeland management program celebrated the 50th anniversary of passage of the Taylor Grazing Act, which was signed into law by President Franklin D. Roosevelt on June 28, 1934. Program emphasis continues to be on goals established by TGA as modified and expanded by FLPMA and PRIA:

- To administer livestock grazing on public rangelands to balance use and sustain resource productivity;
- To protect and improve the rangeland resources through sound land use planning, which includes making cost effective investment and management decisions;
- To make decisions in consultation, cooperation, and coordination with the lessees/permittees involved, the affected landowners, interest groups, individuals, and other agencies; and
- To make sure that improvements in rangelands provide multiple use benefits.

BLM conducts soil and vegetation inventories to aid the land use planning process and to provide a baseline for monitoring. Monitoring studies are conducted to determine if rangeland management goals are being met and to determine the need for and extent of changes from current management practices. Grazing permits are issued for periods of up to 10 years and authorize the annual grazing use by approximately 21,000 livestock operators.

Preparation of site specific grazing environmental impact statements (EIS's) continues. The 99 completed EIS's, including 15 completed in Fiscal Year 1984, address livestock grazing on 125 million acres of public lands in 10 States; an additional 20 EIS's covering 20 million acres will be completed in Fiscal Year 1985.

BLM and the Forest Service continue to conduct the experimental stewardship program (ESP) authorized by PRIA. The purpose of ESP is to explore ways to improve the public rangelands through increased cooperation among all rangeland users involved by providing incentives for, or rewards to, livestock operators whose grazing management results in improved resource conditions.

Based on the results of ESP and similar cooperative management efforts with State wildlife agencies and volunteer groups, BLM initiated a cooperative management agreement (CMA) program. BLM will enter into CMA's with livestock operators, wildlife and recreational organizations, and other user groups for shared management of a specific activity on a specific area of public land.

During the year, 27 CMA's were signed with livestock operators following an evaluation of each operator's qualifications, including his past record as a responsible and effective rangeland resource manager. A CMA does not give a cooperator the authority to limit or exclude other public land uses and users, nor does it exempt a cooperator from laws or regulations affecting public land management. It does recognize those demonstrating a commitment to a high level of stewardship.

By combining the selective management (categorization) policy with the final rangeland improvement policy and investment criteria, BLM is identifying those allotments with the greatest potential for improvement of rangeland condition and productivity as well as areas where the need to resolve management conflicts is greatest. BLM prepared 278 allotment management plans (AMP's) on high priority allotments and implemented a total of 173 AMP's during Fiscal Year 1984.

About 11.8 million acres were inventoried and 5,415 allotments monitored to assure that grazing use is consistent with resource productivity and established management direction. Issuance of permits and leases, use supervision and prompt prevention and detection of unauthorized grazing use continue to be high priority program elements on all BLM managed lands, as evidenced by the fact that 27,213 grazing permits were issued and 8,622 allotments were supervised during Fiscal Year 1984.

Improving the condition of public rangeland for the benefit of wildlife, watershed protection, and domestic livestock is also a primary concern of the range program. Range improvement activities include seeding, fence construction, weed control, water development, enhancement of fish and wildlife habitat, and maintenance of existing improvements. Decisions on the types of improvements needed are reached through the Resource Management Planning/Environmental Impact Statement and activity planning processes.

BLM is completing the transfer of responsibility for maintaining structural rangeland improvements to individuals directly benefiting from those improvements. Funds formerly spent for maintenance will be available for new improvements. In another effort to increase the amount of funds available, BLM is encouraging private contributions toward rangeland improvements on public lands.

Investment analysis criteria, including use of economic analysis procedures, were implemented by BLM in 1983 to determine which allotments have the greatest potential to yield a positive return on range improvement investment. Investments that cannot be justified strictly on economic terms must demonstrate overriding resource or social concerns, and BLM's 39 District Grazing Advisory Boards have an active role in the decisionmaking.

During Fiscal Year 1984, the following accomplishments were made in the range improvement program:

- 652 water facilities were developed;
- 519 miles of fencing were constructed;
- 133 management facilities were developed;
- 13,026 acres of vegetation were treated;
- 730 range improvement projects were surveyed and designed;
- 1,304 water facilities were maintained;
- 321 miles of fencing were maintained; and
- 107 management facilities were maintained.

Soil, Water, and Air Management

Protection and management of the soil, water, and air resources of the public lands are basic BLM responsibilities and are central to both the short- and long-term objectives of BLM programs. Identification or inventory of existing soil, water, and air resources provides the information needed for multiple-use planning and program management.

Assessing the impacts of other resource programs on the soil, water, and air resources and establishing protective measures are significant program efforts. BLM also develops practices and measures to stabilize soils and improve water quality and quantity. During Fiscal Year 1984, 340 watershed improvement projects were developed.

A total of 7.5 million acres of soils were inventoried during the year, bringing the total number of acres inventoried to 127.3 million acres. The goal is to identify the characteristics of the soils on all public lands by 1990. Information on the acreage inventoried is used for planning by other resource programs.

With the hydrologic inventory of 2.9 million acres and the inventory of 9,808 water sources in Fiscal Year 1984, almost 50 percent of the total workload necessary to identify and quantify water use is now complete. BLM will share this information with States to help them identify what water sources on public lands are available for appropriation under State water law. Filings were made to the States on 7,156 water sources by BLM to protect water needs for management of the public lands.

BLM's air resource program supports the National Acid Precipitation Assessment Program by operating 11 acid rain monitoring stations at remote locations in the Western States. These stations are providing data essential for the development of national acid precipitation maps to determine the trends and possible impacts of acid deposition in the western United States. In addition, 55 air/climate monitoring stations are being maintained.

Forest Management

> "the public lands [will] be managed in a manner which recognizes the Nation's need for domestic sources of . . . timber . . ."
>
> (FLPMA, Sec. 101 (a) (12))

BLM administers approximately 90 million acres of forest land, of which 64 million acres are in Alaska, where timber development has been deferred until State selection, Native claims, withdrawals, and other dispositions are completed. Of the 26 million acres of forest land outside of Alaska, 5 million acres are capable of producing high quality commercial timber in quantities sufficient to warrant intensive management. The remaining 21 million acres, called "woodlands," are covered with open-grown stands of widely scattered trees.

By far the most commercially valuable of the timberlands managed by BLM are the 2.4 million acres in western Oregon known as the "Oregon and California (O&C) railroad grant lands" and the "Coos Bay Wagon Road (CBWR) grant lands." Among the most productive forests in the country, these lands produce about 91 percent of the total board feet harvested annually from BLM forests.

The depressed lumber market and unusually high bidding on timber sales from 1979 to 1981 continued to plague the purchasers of BLM timber. However, timber sale activity remained brisk, and timber harvest was at the highest level since 1979. In western Oregon,

1.066 billion board feet of timber were sold during Fiscal Year 1984, and 1,038 million board feet were harvested. On public lands outside of western Oregon, BLM sold 92 million board feet of timber.

Reforestation was completed on about 17,500 acres in western Oregon and on 700 acres in other areas. In addition, 49,500 acres in western Oregon and 2,200 acres outside of western Oregon were prepared, protected, or otherwise treated for timber management.

Wildlife

> "The Secretary of the Interior and the Secretary of Agriculture shall each, in cooperation with the State agencies and in accordance with comprehensive plans developed pursuant to section 202 of this title, plan, develop, maintain, and coordinate programs for the conservation and rehabilitation of wildlife, fish, and game. Such conservation and rehabilitation programs shall include, but not be limited to, specific habitat improvement projects and related activities and adequate protection for species considered threatened or endangered."
>
> (Sikes Act of 1974, Sec. 201 (a))

BLM manages extensive and diverse habitat for hundreds of wildlife species, including some 80 Federally listed threatened and endangered plant and animal species. Working with State wildlife agencies, BLM ensures that wildlife needs are considered in all land-use planning and decisionmaking.

BLM has executed memoranda of understanding and numerous cooperative agreements with 14 Western States and 7 Eastern States. To summarize these arrangements, the States are responsible for wildlife population management, while BLM is responsible for managing the habitat on public lands.

During Fiscal Year 1984, BLM inventoried 11.9 million acres of wildlife and fish habitat, focusing on those public lands where critical issues or potential conflicts are the greatest. Ninety-four new habitat management plans were prepared or revised, and BLM participated in the development of 15 recovery plans and the implementation of 25 such plans for threatened and endangered species. Monitoring to evaluate the effectiveness of management actions was performed on 20.7 million acres of habitat.

Wildlife and fish habitat was improved on 2.3 million acres and maintained on 20.7 million acres. BLM continued cooperation with State wildlife agencies to ensure conservation and rehabilitation of wildlife habitat under the Sikes Act and FLPMA authority. Also, BLM entered into 12 new cooperative management agreements for wildlife habitats.

Wild Horse and Burro Management

> "... Congress finds and declares that wild free-roaming horses and burros are living symbols of the historic and pioneer spirit of the West; that they contribute to the diversity of life forms within the Nation and enrich the lives of the American people. . . . It is the policy of Congress that wild free-roaming horses and burros shall be protected from capture, branding, harassment or death; and to accomplish this they are to be considered in the area where presently found, as an integral part of the natural system of the public lands."
>
> (The Wild Free-Roaming Horse and Burro Act of 1971, as amended)

More than 60,000 wild horses and burros roaming public lands in 10 Western States are under the jurisdiction of BLM (see Table C). In Fiscal Year 1984, the wild horse and burro program's mission essentially remained unchanged and included the following objectives:

- To preserve wild free-roaming horses and burros on public lands as symbols of America's historic and pioneer heritage;
- To protect wild free-roaming horses and burros from illegal capture, branding, harassment, or death;
- To manage wild free-roaming horses and burros as components of the public lands in a manner that maintains or improves the rangeland ecosystem; and
- To provide humane care and treatment for wild horses and burros removed from the public lands.

Some of the problems of the previous year, such as the disposition of excess animals, multiplied in Fiscal Year 1984. The moratorium on the destruction of healthy animals established in 1982 remained in effect, and proposed legislation providing authority to sell excess animals for which no adoption demand exists failed to reach the floor of either the House of Representatives or the Senate. The number of excess animals maintained in BLM corrals, the average amount of time the animals spent in the corrals, and the cost to the Government of their maintenance all increased. At times during the year, as many as 3,000 animals were being maintained at a daily cost of nearly $6,000.

To alleviate this problem, an emergency rule was implemented in May giving the Director authority to adjust or waive the adoption fees for animals unadopted at the standard fees of $125 per horse and $75 per burro. Under this authority, BLM approved fee waivers or adjustments for the adoption of more than 700 horses. Nevertheless, BLM began Fiscal Year 1985 with approximately 2,500 excess wild horses and burros in corrals.

Program accomplishments during Fiscal Year 1984 included the removal of 6,084 excess animals from the range and the adoption of 5,491 animals. The number of adoptions increased approximately 8 percent from Fiscal Year 1983 to Fiscal Year 1984. The removal figure, however, represents a decrease of nearly 9 percent from the previous year, a decrease caused by the diversion of funds from the removal program to feed the large number of unadopted animals in BLM facilities.

In the Adopt-A-Horse (or Burro) Program, 42 temporary adoption centers operated in Fiscal Year 1984, 15 more than the previous year. The temporary centers bring animals to areas not conveniently served by a permanent adoption center. In recent years, this outreach approach has played a significant role in maintaining the level of adoptions. More than 50,000 wild horses and burros now have been placed in private maintenance through the Adopt-A-Horse Program since its inception in 1973.

No litigation was resolved finally during Fiscal Year 1984, and three new suits were filed against the Department of the Interior and BLM, bringing the number of cases outstanding to seven. The pending cases all seek to require BLM to remove wild horses from public or private lands, and some of the suits raise the issue of Federal Government responsibility for damage to private land by wild horses.

TABLE C
ESTIMATED WILD HORSE AND BURRO POPULATIONS ON BLM LANDS
September 30, 1984*

State	Horses	Burros	Total
Arizona	130	3,620	3,750
California	3,935	6,344	10,279
Colorado	696	0	696
Idaho	630	0	630
Montana	164	0	164
Nevada	32,975	2,023	34,998
New Mexico	191	16	207
Oregon	3,745	29	3,774
Utah	1,810	58	1,868
Wyoming	7,604	0	7,604
Totals	51,880	12,090	63,970

* Population estimates for September 30, 1984, are based on censuses conducted in previous years, removals in Fiscal Year 1984, and an estimated annual population growth rate of 16 percent

Law Enforcement

> "The Secretary shall issue regulations necessary to implement the provisions of this Act with respect to the management, use, and protection of the public lands, including the property located thereon. . . . The Secretary may authorize Federal personnel or appropriate local officials to carry out his law enforcement responsibilities with respect to the public lands and their resources. Such designated personnel shall receive the training and have the responsibilities and authority provided for in [FLPMA]."
>
> (FLPMA, Sec. 303 (a) and (c) (2))

Law enforcement efforts on the public lands administered by BLM began shortly before the passage of FLPMA. The Wild Free-Roaming Horse and Burro Act of 1971 provided basic authority for the hiring of BLM's first special agents. Amendments to the Sikes Act of 1974 and other subsequent special acts added additional authority in specified areas. But the passage of FLPMA provided general law enforcement authority for all BLM lands.

BLM law enforcement specialists estimate that 85 percent of their work involves crimes against property. Something of the value and diversity of public land resources affected can be seen in the list of cases that Special Agents have investigated in recent years: timber theft, wild horse killing and theft, desert land entry fraud, removal and theft of cactus for commercial use, mineral theft, range arson, destruction of recreation sites, trespass on public lands, removal or defacement of antiquities, public land survey marker destruction, oil and gas lease fraud, and the illegal growing of marijuana.

In 1984, BLM employed 17 Rangers and 27 Special Agents, all well-trained in law enforcement. In addition to its own law enforcement personnel, BLM relies on law enforcement agreements with State and local agencies that provide requested services. In 1984, BLM had 52 of these agreements.

From its beginning in 1978 until 1984, BLM's Ranger Program was restricted to the California Desert Conservation Area in Southern California. In May of last year, the Secretary of the Interior authorized the hiring of additional Rangers to be utilized in other BLM areas requiring a law enforcement presence similar to the California Desert experience.

During Fiscal Year 1984, BLM continued its effort with the other Federal, State, and local agencies to eradicate marijuana on public lands in California, Oregon, and other Western States. Such a cooperative effort is California's Campaign against Marijuana Planting (CAMP). BLM played a leadership role in supporting and helping to organize CAMP in 1984. Over 144,000 plants were destroyed, representing an estimated $288 million worth of marijuana. The Oregon Command Center approach, in which BLM also participated, was equally successful, making seizures amounting to millions of dollars.

In cooperation with the Denver Service Center Scientific Systems Division, BLM's Eastern States Office law enforcement staff has implemented a surveillance system using Landsat data to monitor for trespass on areas with federally owned minerals. The system was developed to reduce field detection time and provide an annual watch over large tracts too vast for effective ground patrol.

In addition to criminal violations, there are numerous cases of unauthorized use that are administrative or civil in nature and require law enforcement actions. Unauthorized use accounts for a major portion of all violations of regulations or laws that are used to administer the public lands.

Cadastral Survey

> "The public lands shall be divided by north and south lines run according to the true meridian, and by others crossing them at right angles, so as to form townships of six miles square. . . .
>
> "These field-books shall be returned to the Secretary of the Interior . . . who shall cause therefrom a description of the whole lands surveyed to be made out. . . . He shall also cause a fair plat to be made of townships and fractional parts of townships contained in the lands. . . . This plat shall be recorded in books to be kept for that purpose; and . . . copies shall be sent to the . . . Bureau of Land Management."
>
> (43 U.S.C. 751)

The responsibility for the administration and execution of cadastral surveys originally rested with the General Land Office but was transferred to the Bureau of Land Management in 1946 when the General Land Office was merged with the Grazing Service to form BLM. Legally defensible boundaries are essential for identification of ownership so that the management of the public lands can proceed. Cadastral survey also resurveys those areas where markers have deteriorated or have become lost or obliterated for the purpose of retracing or reestablishing the boundaries between Federal, private, and State-owned lands.

Cadastral survey information is depicted on a base through the use of cartography. The accurate portrayal of the Public Land Survey System land records and status on a geographically referenced base is of prime importance to land managers, both public and private. Many of the BLM mapping requirements are satisfied through cooperative efforts with other Federal agencies.

Much of the cadastral survey's work in the Lower 48 States is performed on a reimbursable basis for other Federal agencies. BLM performs surveys and resurveys for the Forest Service, Bureau of Indian Affairs, National Park Service, the Bureau of Reclamation, U.S. Fish and Wildlife Service, the Department of Defense, and occasionally the Department of Justice. Unless supervised and approved by BLM, resurveys of the boundaries of these public lands and also of many Federal reservations do not become part of the official public land records system. The increased use of local project offices has improved local public communications and increased work accomplishments.

Accomplishments during Fiscal Year 1984 in the Lower 48 States include completion of 595 plats, 256,644 acres of original survey, and 1,246,954 acres of resurvey.

Original survey work remains a major program element in Alaska. BLM has surveyed the exterior township boundaries of approximately 80.3 million acres, or about 54 percent of the 149 million acres required under the Alaska Statehood Act and the Alaska Native Claims Settlement Act. However, the majority of these townships need further surveys in the interior to identify valid private rights of third interests.

In addition, 239.7 million acres remain unsurveyed in Alaska, including the millions of acres needed to identify boundaries of national parks, national forests, wildlife refuges, and wild and scenic rivers created by the Alaska National Interest Lands Conservation Act. BLM has surveyed 18.6 million acres of land that is presently under BLM jurisdiction.

New survey technology continues to be developed to reduce the enormous workload of the cadastral survey program. The increased use of doppler survey techniques in the Lower 48 States has improved the accuracy of the cadastral survey as well as assisted local county governments in automating their land records to a more precisely defined Public Land Survey System.

Plans for Fiscal Year 1985 include additional use of the auto-surveyor system to survey meander lines of bodies of water within those surveyed townships that have not been approved officially. This action, combined with the expanded program of photogrammetric identification of water boundaries, will provide the necessary data to prepare final plats on approximately 2,200 townships. These township plats have not been approved pending the determination of the meander lines. There will be an increased emphasis on the small tract (internal) surveys in Fiscal Year 1985 so that patents can be issued to the surveyed townships.

Calendar year 1985 marks the 200th anniversary of cadastral survey. The program commenced under the writings of Thomas Jefferson in 1785.

Engineering

Although BLM continues to obtain most of its building space from the General Services Administration, rapid growth and the shortage of facilities available for lease (especially in remote locations) often forced BLM to construct and maintain its own facilities to provide services for visitors to the public lands. Specialized structures such as telecommunication buildings, well pumping buildings, seed storage bins, greenhouses, and warehouses frequently are built to order.

BLM maintained 832 structures during Fiscal Year 1984, including office buildings, warehouses, shops, storage buildings, fire stations, lookouts, and related facilities such as parking areas. Special emphasis continues to be placed on corrective maintenance and improvements for energy conservation. Construction continued on BLM's Elko District Office complex.

During the year BLM completed construction of one bridge and performed maintenance on approximately 5,847 miles of road, 1,163 miles of trail, and 23 bridges, giving priority to those that receive the greatest use and have the highest erosion potential.

With the exception of timber access roads, most road construction has been delayed until resource management plans and wilderness reviews are complete. It is not anticipated that the completion of these plans will necessitate great changes in the transportation construction and maintenance programs.

A number of recreation projects are planned throughout the West and in Alaska. These include visitor centers, sanitary facilities, cave protection work, campsites, and information stations. All will require engineering services. Approximately 5,000 undeveloped sites (those without water) and 436 developed recreation facilities received minimal maintenance in Fiscal Year 1984. More than 150 hazards were removed or made safer for visitors. This included filling abandoned mine shafts, removing dead trees, and barricading cliffs.

Scientific Systems, formerly part of the Information Systems Division, has been transferred to Engineering. During Fiscal Year 1984, BLM continued efforts to automate processes for the collection, analysis, storage, and display of natural resource information to reduce workmonth costs. Computerized, geographically referenced data bases for public lands were developed and used for such diverse purposes as:

- Identifying areas best suited for range improvement—roads, dams, and rangeland treatment
- Modeling fire fuels to determine ignition probability and fire spread rate
- Calculating the volume of pits and mine spoils requiring environmental reclamation
- Monitoring mining activities for illegal operations on public lands
- Preparing environmental impact statements and range management plans
- Inventorying vegetation types within areas exceeding 500,000 acres
- Assessing areas of greatest mineral potential for multiple use evaluation
- Delineating polygons for pre-soil inventory

Fire and Aviation Management

Under its Fire Management Program, BLM is responsible for protecting property and natural resource values on the public lands from wildfire, rehabilitating areas damaged by wildfire, and ensuring that "prescribed burning" designed to accomplish a variety of resource management objectives is safely conducted and controlled.

BLM carries out these responsibilities on approximately 380 million acres, including some land administered by other Federal agencies, States, and private parties. It contracts with other Federal, State, and private agencies to protect roughly 6 million acres of this total. Approximately 170 million acres, or half of the total, are in Alaska.

The Boise Interagency Fire Center (BIFC) in Idaho serves firefighting agencies of the Departments of Agriculture and the Interior and of the States on a national basis. For BLM, it is the central location for fire training and communications development, fire equipment overhaul, and fire supply cache. BIFC coordinates efforts to suppress project fires (large, complex fires) on BLM lands in the 12 Western States, including Alaska. During periods of extreme fire problems, BIFC assists other Federal fire-fighting agencies.

Resource management plans are beginning to identify levels of fire planning (e.g., full suppression or limited/modified suppression) and resource objectives where prescribed fire can be utilized. Several implementation plans have been prepared that attempt to balance suppression costs with resource values. In Fiscal Year 1984, 15 fire management plans were developed.

As techniques for controlling fire have improved, all Federal wildfire suppression agencies have adopted new procedures to use fire as a tool to meet identified resource management objectives. Prescribed burning is used to enhance wildlife habitat, improve range forage mixes, improve watersheds, improve the visual backdrop, and remove forest harvest residues, as well as many other applications. During Fiscal Year 1984, 647 prescribed burns covering 110,614 acres were held on public lands.

In the last 10 years, BLM has averaged 2,961 fires and 414,264 acres burned. The 1984 fire season, with 2,600 fires and 715,000 acres burned, was generally an average fire year. However, northern Nevada, eastern Oregon, and southern Idaho were well above average. In these areas a moist spring and early summer allowed heavy growth of vegetation that cured out to provide fuel for wildfires in the late summer. Dry lightning storms ignited fires, creating numerous multiple fire situations like the one that existed in Montana. In Nevada, BLM had a 28 percent increase in reportable fire, 617 fires, and a 214 percent increase in acres burned, 196,000 acres.

Trends show an increase in the number of person-caused fires and a decrease in the acreage burned for two reasons: first, increased use of public lands has raised the incidence of fire, even though fire prevention programs have kept the rate of this increase lower than the rate of increased use; second, in 1972, BLM modified its priorities from combating large "disaster" fires and improved both its initial attack capabilities and early fire detection systems. Consequently, most wildfires now are brought under control sooner, and the acreage burned is less than in the past.

The first phase of the Initial Attack Management System was completed in 1983-1984. When the remainder of the system is in place, field-level fire managers will have computer generated information to help them make wise, cost effective decisions. The system will display cloud-to-ground lightning strikes, weather and fuel conditions, maps, probability of lightning ignition, estimates of fire behavior and the suppression forces needed, and more. With the system, BLM intends to reduce lightning fires that escape initial attack by 25 to 50 percent. Fuels mapping continued during 1984 with additional mapping planned in Fiscal Year 1985 and beyond. Phases II and III of the system are planned for Fiscal Year 1986 and 1987 appropriations.

Aviation management is a part of the fire management program and provides Bureau-wide guidance in aircraft use policy and procedures development, operational assistance, safety, and training. Activities are coordinated with agencies with regulatory responsibilities or like operations. The aviation management function is being reorganized to provide a technical staff at the Headquarters and State Office levels. The total reorganization is expected to be completed during Fiscal Year 1985.

General Administration

Administrative Services

Supporting the public land management efforts requires 5.6 million square feet of improved real property. Of this total, BLM has direct jurisdiction over 1.8 million square feet of space. BLM employs the open space concept of space arrangements wherever possible to improve space utilization and to allow flexibility.

BLM utilized over $119 million worth of accountable equipment in Fiscal Year 1984 to manage the lands under BLM stewardship. Transportation required in the management of these lands totaled 44.5 million miles. This was an increase of .5 million miles over Fiscal Year 1983 but was accomplished with fewer vehicles, resulting in better utilization and a savings of approximately $56,000 to the taxpayer.

Automated phototypesetters have been acquired for the Colorado and Utah State Offices. Anticipated savings in printing and mail costs are $75,000 per year.

An automated inventory management system has been installed in BLM's Denver Service Center, Printed Materials Distribution Section (PMDS). Savings resulting from better inventory management are estimated at $35,000 per year. Distribution methods for shipping printed materials to field offices have been changed, resulting in a reduction of approximately $95,000 per year in distribution costs.

During Fiscal Year 1984, BLM spent $55.1 million for goods and services. Formal contracts awarded by the Washington Office, Denver Service Center, and Oregon State Office to support field programs totaled $28.8 million. Field offices expended an additional $26.3 million, mostly for small purchases.

BLM continues to exceed its goals in various socioeconomic programs:

	FY 1984 Goal ($000)	Actual Contract Award
Labor Surplus Area Set-asides	$ 6.8	$10.7
Small Businesses	31.3	34.1
Women Business Enterprises	.9	.9

BLM is continuing to develop an automated procurement planning system to track and monitor contract awards. The preparation of solicitation and contract documents also is being automated, which will produce significant clerical efficiencies.

Personnel Management

BLM's Division of Personnel and Training in the Headquarters Office concentrated much of its efforts on classification issues during Fiscal Year 1984. Organizational structures and positions were designed to promote the most effective use of personnel resources. Specific actions taken were:

- Establishment of a Position and Pay Management Steering Committee to assess major program, function, and position areas needing review for classification, position, and pay management purposes.
- Active participation in a Departmental task force developing recommendations for implementing administration mandates to improve effectiveness and efficiency in the administrative workforce.
- An indepth review of District Manager and Area Manager positions to re-examine the validity of the classification standard used in evaluating these positions.
- Development of a proposed qualification and classification standard for Natural Resource Manager to provide a better evaluation tool for District Manager and Area Manager positions in accordance with the Bureau's multiple use priorities.

At the end of Fiscal Year 1984, BLM employed an estimated 10,800 individuals, 8,800 of which had full-time permanent appointments. During the year, about 10,200 full-time equivalent workyears were utilized.

Employee and Visitor Safety

Reduction of accidental loss is vital to the accomplishment of BLM's mission and to its public service commitment. BLM management officials are committed to a dynamic occupational safety and health program for employees and to the safe enjoyment by the public of the Nation's public lands. Field offices during Fiscal Year 1984 continued their occupational hygiene surveys and "job hazard analyses" to identify and abate environmental hazards and unsafe work practices. The continued downward trend in accidents demonstrates their effectiveness.

Management Research

The Division of Management Research in BLM's Headquarters Office analyzes and directs organization and management system changes and implementation. Organizational structures and management systems have been developed that provide for responsive decisionmaking at the field level. Many functions have been decentralized, and authority for organizational changes, personnel management, and appraisals has been delegated to the States.

Evaluations/Audits

BLM's Division of Program Evaluation in the Headquarters Office conducts internal evaluation of BLM programs, general management, and special issues. During Fiscal Year 1984, the Division conducted three General Management Evaluations: in Colorado (March), in Wyoming (April), and in the Eastern States Office (September). It also conducted a special evaluation of the Cadastral Survey Program in June.

The General Accounting Office (GAO) issued eight Final Reports in Fiscal Year 1984 affecting BLM. Other GAO audits are in progress and draft reports have been reviewed. Final reports issued were:

GAO/RCED-84-10—Interior Department Activities Concerning Proposed Natural Gas Tight Formations in Montana

GAO/RCED-84-14—Alaska Land Conveyance Program—A Slow, Complex and Costly Process

GAO/RCED-84-17—Legislative Changes Needed to Authorize Emergency Federal Coal Leasing

GAO/AFMD-84-55—Budgetary Treatment of Monetary Credits (Memorandum Report)

GAO/RCED-84-108—Economic Uses of National Wildlife Refuge System Unlikely to Increase Significantly

GAO/RCED-84-110—Mineral Leasing Act Reciprocity Provisions

GAO/RCED-84-127—The Bureau of Land Management Should Follow Fair Market Value Requirements in Selling Land in Las Vegas, Nevada

GAO/RCED-84-167—Deficiencies in Department of Interior, OIG Investigation of the Powder River Basin Coal Leasing Sale

The Department of the Interior's Office of the Inspector General (OIG) issued 10 Final Reports in Fiscal Year 1984 affecting BLM. The OIG also issued 16 pre-award or contract audit reports. Final reports issued were:

W-LW-BLM-07-83—Fees for Temporary Use Permits Not Established in Accordance with the Code of Federal Regulations (Letter Report)

W-LW-BLM-07-83B—Review of Selected Administrative Areas at California State Office and District Offices (Memo Report)

C-LW-BLM-08-83—Administration of Non-Producing Mineral Leases, BLM

C-LW-BLM-08-83A—Preliminary Review of Automated Land and Mineral Record System—ALMRS

W-LW-BLM-13-83—Review of Selected Activities of the BLM Idaho State Office

C-LW-BLM-09-84—Review of the Simultaneous Oil and Gas Leasing (SIMO)

E-MO-MOA-10-84A—Comments on Statements and Reports Prepared Under the Federal Manager's Financial Integrity Act of 1982

C-LW-BLM-06-84A—Royalty Rate Reduction Granted WECO (Western Energy Corporation) on Two Federal Coal Leases in Montana

C-MO-MOA-22-84—Cooperative ADP System Planning Between Minerals Management Service and BLM (Memo Report)

Memo Report—Distribution of Royalties from Federal Leases to the Kiowa, Comanche, and Apache Tribes

Information Resources Management

A Fiscal Year 1984 change from the Information Systems Division to Information Resources Management (IRM) Division was made to emphasize the broad nature of IRM and to be in line with the Department of the Interior and other government and business organizations. This emphasizes automated data, telecommunications, and records management are not separate entities but part of information resource management. This trend in government and industry highlights information as a valuable resource to be shared among the various organizations to permit economies of scale and to prevent duplication of data and/or records.

The merger of information from the onshore portion of the Minerals Management Service into BLM still is proceeding smoothly. A few of the supporting systems continue to be shifted from U.S. Geological Survey computers to those of BLM.

Information systems workload during Fiscal Year 1984 centered on:

- continuing the automation of lands and minerals records;
- acquiring more microcomputers for District and Resource Area Offices to provide more responsive computing power to the users;
- completing more than 500 operations and maintenance system changes and 42 developmental projects;
- extensively overhauling BLM's Financial Management System;
- performing Information System Reviews for three State Offices to assist them in evaluating their information systems, telecommunications, and records management needs and capabilities; and
- performing an Internal Control Review at BLM's computer center in Denver, as required by the General Accounting Office.

In the telecommunications field, BLM entered into facilities sharing agreements with the National Oceanic and Atmospheric Administration and the Forest Service. These agreements permit the agencies to meet their communications needs with a minimum of duplication of effort, equipment, and services.

BLM establishd a micrographics pilot program in the New Mexico State Office to test the feasibility of using microfilm records to replace paper working records. Procedures for identification, use, handling, and physical security of Proprietary/Confidential Information contained in onshore minerals records were published during the year, and workshops were held for all BLM personnel involved with that material. Procedures for handling all onshore records also were published.

Volunteers and Other Contributed Services

When BLM initiated its volunteers program in 1982 by inviting citizens to "make a difference as volunteers for America's public lands," no one was sure that the invitation would be accepted. Already, more than 3,500 volunteers are contributing approximately 150 workyears of services valued at some $1.9 million a year. Bureauwide, BLM volunteers in effect are extending the agency's employee workforce by about 1.5 percent. As an indication of future potential, California BLM volunteers already are having the effect of extending the employee staff by 4 percent, and in the Ukiah, California, District, by 8 percent.

Bureau officials' initial interest in inviting citizens to volunteer stemmed from their concerns about current workloads, budget and personnel limits, and the consequent need to seek supplemental means to assist employee staff in getting the job done. However, additional benefits have resulted such as building partnerships and improving understandings with local communities and public land user groups of many kinds.

At the same time, volunteers are realizing their educational goals and improving skills through on-the-job experience, as well as obtaining personal satisfaction through contributing to public service.

To acknowledge outstanding services contributed by volunteers for the public lands, BLM's Director initiated a Bureauwide volunteer awards program in 1984. The activities of some of those nominated for these awards by BLM State Directors give a sense of what is happening in the volunteers program:

- A father and his three teenage children in Las Vegas, Nevada, donated more than 640 hours of service during the year at BLM's nearby Red Rock Canyon Recreation Lands. Their contributions included landscaping the area's visitor center with

cactus and other desert vegetation transplanted from areas scheduled to be disturbed, building cedar post barriers to guide visitors, and conducting tours through the area.

- Members of the Arizona Big Horn Sheep Society built water catchments and other wildlife habitat improvements on BLM-managed mountain lands in Arizona. Their contributed labor during 1984 was valued at more than $75,000; over the last few years, 15 such projects worth $375,000 have been built, improved, or maintained by Society members.

- A Lakeview District, Oregon, woman served as the driving force in establishing one of BLM's finest herbariums. She also monitored several wilderness study areas and established a nature trail.

- A graduate student worked for prolonged periods in remote areas of Alaska under difficult field conditions on such diverse projects as collecting data on salmon spawning habitats, taking stream sediment samples for mineral assessment, and assisting in design of a geochemical field-sampling program.

- Members of the National Speleological Society's Southwestern Region contributed several thousand hours to assist BLM's Roswell (New Mexico) District in managing the District's more than 800 caves. The Society's members discovered six new cave locations; conducted cave tours for the public; assisted in cave-related research in hydrology, climatology, paleontology, geology, and biology; mapped cave passages; and cleaned up caves and nearby campgrounds.

- A recently retired Arizona couple served as hosts at the Kingman (Arizona) District's Burro Creek Campground for two 8-month camping seasons. The couple prepared and distributed a map guiding visitors to nearby rockhounding areas, informed visitors about BLM's newly established campground fee system, and operated a well-managed campground.

- A 69-year-old Roseburg, Oregon man—by his "gentle prodding, soft-spoken agitation, persistence, and warm friendly manner"—fired the enthusiasm of all those he involved in initiating a trail project across lands managed by both BLM and the Forest Service, and then contributed 1,200 hours in supervising weekend crews of volunteers who began building the trail.

- An Anchorage, Alaska, woman served as reader for a BLM field official who is blind, thus enabling the official to keep up with job-related information otherwise available only in printed form. The volunteer, who contributed 40 hours weekly to this service, read these printed materials onto cassette tapes for permanent reference access, as well as assisting the official with face-to-face reading.

- Colorado Archaeological Society members conducted transects on 1,800 acres of mountain land and excavated with hand trowels and dental picks as they searched for evidence of prehistoric Indian activity.

Those who contributed their services to assist BLM during the year also included 260 college student Resource Management Assistants, who served on a diversity of 12-week paraprofessional work projects in 70 BLM areas. The students worked under guidance of BLM staff professionals in most of the natural resource disciplines. The students gained educational and career preparation benefits from their service with BLM's Student Conservation Program, operated in cooperation with the nonprofit Student Conservation Association.

At year's end Congress passed and the President approved legislation that rounded out BLM's authority to operate a comprehensive volunteers program. Public Law 98-540 includes authority to provide for services or costs that are incidental to BLM's acceptance of contributed services, including reimbursement to volunteers for such costs as mileage and meals. This provision, which may be used by local managers on a case-by-case basis, is expected to make it more practicable for persons with limited financial means to serve as volunteers for the public lands.

In addition to volunteer services contributed by individuals and organizations, BLM is attracting private-sector donations of funds, equipment, and materials to assist in public land management. Some examples during Fiscal Year 1984 include:

- An electric utility has donated more than $200,000 for a 3-year study of how best to improve winter habitat for bald eagles in a California area where a powerline project is being planned.

- At Nevada's Red Rock Canyon Recreation Lands near Las Vegas, a local building materials firm donated $10,000 worth of cactus and other desert plant materials to landscape the area's visitor center. The volunteer landscaping labor was contributed by Boy Scouts, guided by members of the Las Vegas Plant and Succulent Society.

- A nationwide computerized raptor (birds of prey) management information system managed by BLM is being funded principally by the Edison Electric Institute and the Electric Power Research Institute.

- A coalition of California businesses and private associations is donating approximately $150,000 for a film exhibit depicting uses and benefits of the public lands.

- In Idaho, an electric power company donated publication of a visitors' brochure for the BLM-managed Snake River Birds of Prey Natural Area in the Boise District.

III. Financial Management

A. Appropriations and Expenditures

Bureau of Land Management programs are funded through six major operating appropriations, several minor permanent and trust appropriations, and reimbursements from other Federal agencies for work performed on their behalf. In addition, the BLM budget includes one annual appropriation and numerous permanent appropriations that provide funds to State and local governments in which Federal land resources are located, either as payments in lieu of taxes or as shared revenues from the sale, leasing, or disposition of resource commodities.

A history of the total funding available to BLM since Fiscal Year 1981 includes the following:

	FY 1981	FY 1982	FY 1983	FY 1984
	(in millions)			
BLM Operating Appropriations	$ 491.3	$ 502.0	$ 427.9	$ 482.7
Payments-in-Lieu of Taxes	103.0	95.5	96.3	105.0
Permanent Payments to States, etc.	433.8	637.7	579.8	58.1
Other miscellaneous	7.3	4.9	6.4	7.7
Totals	$1,035.4	$1,240.1	$1,110.4	$ 653.5

Funding and obligation data on a program by program basis for Fiscal Years 1983, 1984, and 1985 follow.

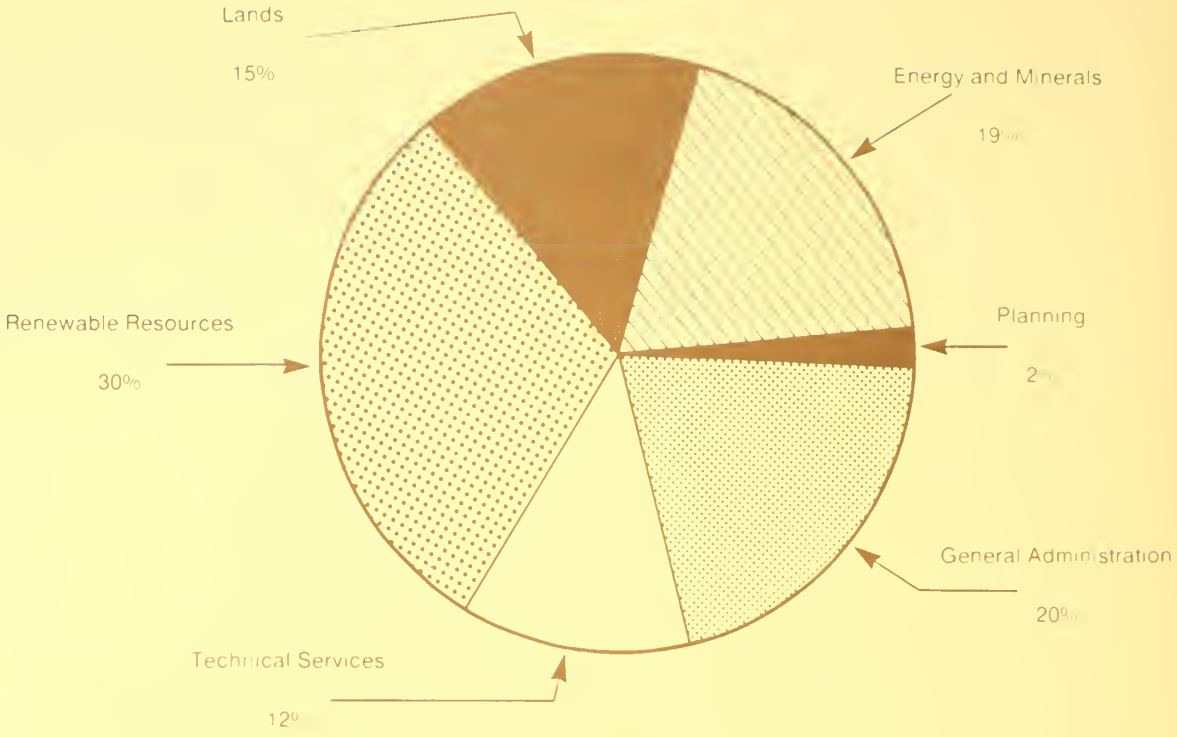
	FY 1983 Actual	FY 1984 Actual	FY 1985 Proposed
	(in thousands)		
PLANNING			
Appropriation	$ 8,973	$ 9,063	$ 9,330
Obligations	8,750	9,062	9,330
Work Years	241	238	240
ENERGY AND MINERALS PROGRAMS			
OIL AND GAS MANAGEMENT			
Appropriation	28,666	40,491	42,363
Obligations	28,556	40,466	42,363
Work Years	792	1,100	1,210
GEOTHERMAL MANAGEMENT			
Appropriation	2,760	2,957	3,227
Obligations	2,562	2,957	3,227
Work Years	62	72	72
COAL MANAGEMENT			
Appropriation	20,259	17,420	18,432
Obligations	18,783	17,417	18,432
Work Years	313	331	367
OIL SHALE/TAR SANDS MANAGEMENT			
Appropriation	4,118	2,148	2,307
Obligations	4,070	2,148	2,307
Work Years	73	47	70
NONENERGY LEASABLES (Mineral Leasing and Uranium Operations)			
Appropriation	3,324	4,456	4,758
Obligations	3,069	4,454	4,758
Work Years	70	91	107
MINING LAW ADMINISTRATION & MINING MATERIALS			
Appropriation	8,631	9,655	10,247
Obligations	8,262	9,654	10,247
Work Years	247	270	296

	FY 1983 Actual	FY 1984 Actual	FY 1985 Proposed
		(in thousands)	
LANDS PROGRAMS			
ENERGY AND NONENERGY REALTY			
Appropriation	$32,553	$38,075	$17,913
Obligations	32,840	38,062	17,913
Work Years	666	676	661
ALASKA LANDS*			
Appropriation	0	0	13,172
Obligations	0	0	13,172
Work Years	282	306	284
RIGHTS-OF-WAY*			
Appropriation	0	0	6,715
Obligations	0	0	6,715
Work Years	0	0	150
ACQUISITIONS			
Appropriation	711	6,144	17,710
Obligations	3,050	1,445	17,710
Work Years	7	6	6
WITHDRAWAL REVIEW			
Appropriation	4,079	3,529	4,034
Obligations	3,291	3,519	4,034
Work Years	99	90	120
WILDERNESS REVIEW			
Appropriation	12,179	7,020	6,519
Obligations	11,918	7,019	6,519
Work Years	176	174	90
RECREATION MANAGEMENT			
Appropriation	6,489	7,212	12,610
Obligations	6,470	7,211	12,610
Work Years	191	192	168
NATURAL HISTORY & CULTURAL RESOURCE MANAGEMENT			
Appropriation	4,566	4,843	5,083
Obligations	4,467	4,843	5,083
Work Years	117	116	110

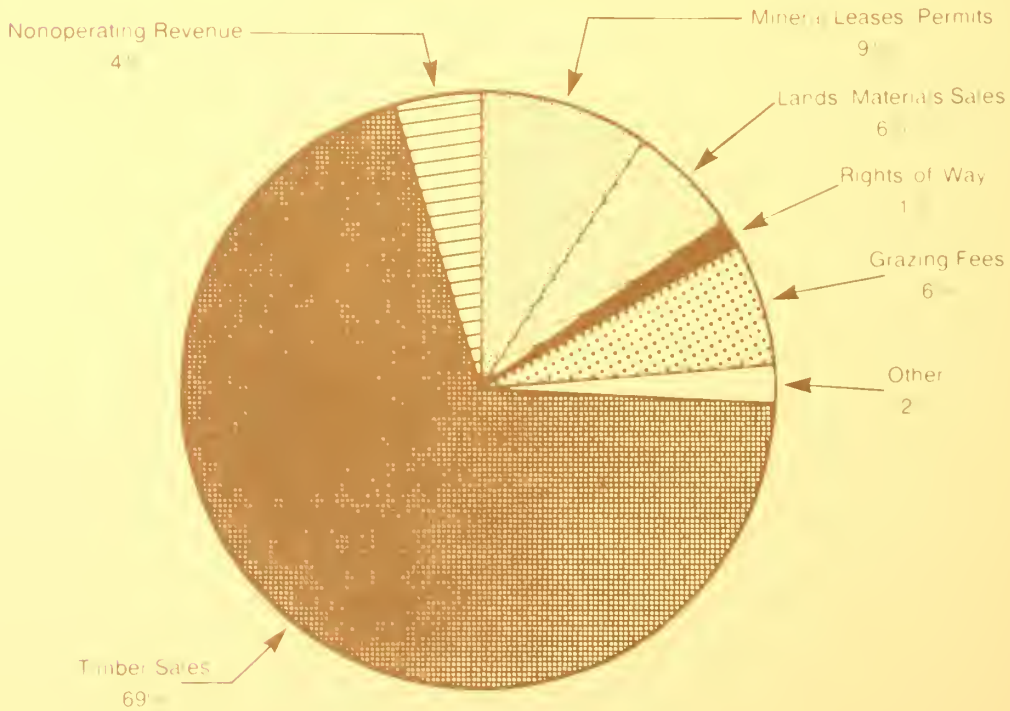
*Funded as part of the Energy and Nonenergy Realty Program in Fiscal Years 1983 and 1984.

	FY 1983 Actual	FY 1984 Actual	FY 1985 Proposed
	(in thousands)		
RENEWABLE RESOURCE PROGRAMS			
RANGELAND MANAGEMENT (Includes Soil, Water, and Air)			
Appropriation	$62,900	$61,356	$58,138
Obligations	63,160	59,539	58,138
Work Years	1,444	1,347	1,188
FOREST MANAGEMENT (Includes Public Domain and O&C Lands)			
Appropriation	43,447	43,622	50,340
Obligations	42,550	43,527	50,340
Work Years	1,052	1,037	927
WILDLIFE HABITAT MANAGEMENT			
Appropriation	15,150	13,604	15,783
Obligations	15,014	13,604	15,783
Work Years	372	341	283
WILD HORSE & BURRO MANAGEMENT			
Appropriation	4,877	5,766	16,739
Obligations	4,877	5,765	16,739
Work Years	88	98	90
SUPPORT SERVICES			
LAW ENFORCEMENT			
Appropriation	2,022	2,073	2,328
Obligations	1,933	2,073	2,328
Work Years	22	33	25
CADASTRAL SURVEY			
Appropriation	21,594	23,873	24,826
Obligations	20,989	23,824	24,826
Work Years	476	468	470
ENGINEERING			
Appropriation	989	982	1,138
Obligations	987	981	1,138
Work Years	25	23	26
FIRE MANAGEMENT			
Appropriation	12,048	10,686	9,107
Obligations	11,389	10,739	9,107
Work Years	145	153	141
GENERAL ADMINISTRATION			
Appropriation	75,865	82,352	83,081
Obligations	75,700	82,269	83,081
Work Years	1,227	1,275	1,300
DATA MANAGEMENT			
Appropriation	12,932	14,376	13,463
Obligations	12,209	14,375	13,463
Work Years	210	246	230

BLM FY 1984 OBLIGATIONS



BLM FY 1984 RECEIPTS



B. Revenues and Receipts

The Bureau of Land Management is a primary collector of Federal revenues. Gross receipts from the lease, use, and sale of public lands and resources totaled approximately $215 million in Fiscal Year 1984 (see Table D). Of this amount, $80 million will be returned to the States, $17.1 million was transferred to the Reclamation fund, $9.6 million was transferred to other Federal agencies, and the remaining $108.3 million went into the general fund of the United States Treasury. Monies appropriated from the Treasury to BLM for operating expenses totaled $427 million in Fiscal Year 1984.

The development and use of BLM lands and resources generate receipts from a variety of sources. Timber receipts have increased to $153.2 million in Fiscal Year 1984. Sales of public lands, including Burton-Santini Act sales in Nevada, are developing into a significant source of revenues.

BLM also generates receipts from a variety of other sources including grazing, right-of-way leases and permits, simultaneous oil and gas filing fees, and other miscellaneous receipts.

The Secretary's moratorium on the simultaneous oil and gas filing program was lifted in June, and new procedures were established for the first lease sale in August 1984. Approximately $118 million was received from applicants and deposited into the U.S. Treasury, pending determination of bid awards. This sum included a nonrefundable fee of $75 and a deposit of an amount equal to the first year's rental upon each tract for which a bid was made. The first year rental is refunded to all unsuccessful applicants. The nonrefundable applicant's fee and the first year rental receipts from the successful applicants are deposited into the general receipt account of the Treasury.

Table D. Bureau of Land Management Receipts

	FY 1984	FY 1985 Estimated
STATEMENT OF PUBLIC LAND RECEIPTS		
Mineral Leases and Permits	$20,235,765[a]	$20,000,000
Sales of Public Lands & Materials (includes Burton-Santini Act sales in Nevada)	13,528,679	8,500,000
Sales of Public Timber	14,540,168	11,800,000
Simultaneous Oil & Gas Filing Fees	−5,039,171[b]	30,000,000
Fees and Commissions	2,437,897	2,342,000
O&C Lands (Timber Sales)	131,962,369	115,100,000
Coos Bay Wagon Road Lands (Timber Sales)	6,656,791	3,900,000
Grazing Fees	15,015,371	16,115,000
Rights-of-Way	3,509,327	1,942,000
Miscellaneous Leases and Permits	611,439	800,000
Nonoperating Revenue[c]	10,037,545	12,610,000
Other[d]	670,600	1,400,000
Rent of Land	817,911	800,000
Total	$214,984,691	$205,309,000
ALLOCATION OF PUBLIC LANDS RECEIPTS		
States and Counties	80,029,821	62,181,000
Reclamation Fund	17,085,753	11,628,000
Indian Trust Fund	22,394	0
General Fund	117,846,723	131,500,000
Total	$214,984,691	$205,309,000

[a] Only reflects receipts collected for the rental of the oil and gas pipeline right-of-way. Minerals Management Service is responsible for collecting other rental, royalty, and bonus revenues.
[b] Refunds were only activity during Fiscal Year 1984.
[c] Incidental receipts from fines, taxes, etc., that are unrelated to routine public land administration.
[d] Receipts from miscellaneous materials sales under the Materials Disposal Act.

C. State and Local Shares

BLM's most direct fiscal impact upon public land States and localities is through revenue sharing and other direct payments. In the decade from 1974 through 1984, State and local governments received $3.7 billion from the Department of the Interior as their share of revenues collected from the lease or sale of public land resources and as in-lieu payments for tax-exempt lands.

Revenue Sharing

The dominant source of BLM revenue is the energy mineral leasing program. Although the Minerals Management Service took over the receipt and distribution function for onshore revenues on October 1, 1984, BLM still had the responsibility of allocating mineral leasing revenues collected during the last 6-month period of Fiscal Year 1983. BLM also maintains the responsibility for the allocation of National Petroleum Reserve revenues as well as oil and gas right-of-way pipeline rentals.

Taylor Grazing Act revenues are distributed differently according to the type of land generating them. Of the fees collected from livestock grazing districts, 12.5 percent are distributed to the State for expenditure by the State legislature to benefit the counties generating these grazing receipts. Grazing revenues generated on public lands outside of grazing districts are divided equally with the State; again the State legislature has the authority to expend the funds to benefit the counties where grazing monies are collected.

Land sale revenues generated in Nevada under the Burton-Santini Act are collected and distributed on an annual basis. This Act authorizes the allocation of 10 percent of gross revenues back to Clark County or the municipality in which these revenues are generated, in addition to a 5 percent allocation to the State of Nevada. The remaining revenues are deposited in the Land and Water Conservation Fund for the purchase of environmentally sensitive land in the Lake Tahoe Basin.

Table E outlines the distribution of receipts to States and indicates the sources of revenue sharing made by BLM during Fiscal Year 1984.

TABLE E—PAYMENT OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES AS OF SEPTEMBER 30, 1984 (IN DOLLARS)

STATES	MINERAL LEASES AND PERMITS	FORAGE RECEIPTS OUTSIDE TAYLOR GRAZING DISTRICTS	FORAGE RECEIPTS INSIDE TAYLOR GRAZING DISTRICTS	SALE OF PUBLIC LAND AND TIMBER	OTHER	TOTAL
ALABAMA	109,680					109,680
ALASKA	6,427,539			3,528		6,431,067
ARIZONA	1,945,334	113,863	101,842	18,122		2,179,161
ARKANSAS	283,302					283,302
CALIFORNIA	8,320,719	127,010	22,713	90,633		8,561,075
COLORADO	21,287,245	35,604	88,806	14,145		21,425,800
FLORIDA	195,178					195,178
IDAHO	1,548,649	24,004	216,944	39,788		1,829,385
KANSAS	270,989	89				271,078
LOUISIANA	209,838			174		210,012
MICHIGAN	15,270					15,270
MINNESOTA	446					446
MISSISSIPPI	20,318					20,318
MONTANA	9,773,549	109,289	136,938	33,685	662,874	10,676,335
NEBRASKA	62,613	878				63,491
NEVADA	5,045,830	35,127	314,321	911,107		6,306,385
NEW MEXICO	55,338,109	165,415	253,348	22,200	15,829	55,794,901
NORTH DAKOTA	4,260,550	6,784				4,267,334
OKLAHOMA	446,921	246		333	2,122	449,622
OREGON	1,655,302	36,972	183,436	47,957,781[a]		49,833,491
SOUTH DAKOTA	465,368	70,445		– 2,024		533,789
TENNESSEE	7,800					7,800
TEXAS	501					501
UTAH	14,091,193		200,963	21,003	991	14,314,150
WASHINGTON	434,656	21,153		18,988		474,797
WYOMING	71,742,086	336,205	218,330	92,345		72,388,966
TOTAL	203,918,985	1,083,084	1,737,641	49,221,808	681,816	256,643,334

a/ Includes $47 2 million for O&C Grant Land, and $ 5 million for Coos Bay Wagon Road timber receipts.

Payments in Lieu of Taxes

Local government units within Western States are the principal beneficiaries of the 1976 Payments in Lieu of Taxes Act. This law was enacted to provide Federal payments to those areas where large portions of land are in Federal ownership and, therefore, are exempt from local property taxes. Serving as a supplement to revenue sharing funds, payments in lieu of taxes (PILT) are made directly to local governments and may be used for any governmental purpose.

Lands eligible for PILT are federally owned lands in the National Forest and National Park Systems, lands administered by BLM, lands dedicated to the use of Federal water resource development, dredge disposal areas under the jurisdiction of the Army Corps of Engineers, and, effective as of Fiscal Year 1979, National Wildlife Reserve Areas, inactive and semiactive Army installations, and certain lands donated to the United States Government. The Act specifically prohibits payments for lands (but not certain donated lands) that were tax exempt before being acquired from State or local governments.

Since PILT Payments started in 1977, more than $809 million has been paid to local governments; about $104 million of that amount was paid in Fiscal Year 1984 (see Table F).

TABLE F. SUMMARY OF PAYMENTS IN LIEU OF TAXES BY STATE

State	FY 1984
Alabama	$ 116,030
Alaska	3,197,406
Arizona	8,707,631
Arkansas	1,662,289
California	11,720,090
Colorado	7,643,480
Connecticut	18,692
Delaware	4,433
District of Columbia	5,929
Florida	1,371,487
Georgia	762,256
Hawaii	9,938
Idaho	7,596,307
Illinois	245,385
Indiana	263,738
Iowa	122,615
Kansas	361,754
Kentucky	649,683
Louisiana	179,882
Maine	47,178
Maryland	54,113
Massachusetts	71,717
Michigan	1,275,610
Minnesota	974,513
Mississippi	387,288
Missouri	1,019,831
Montana	8,504,502
Nebraska	274,504
Nevada	5,528,402
New Hampshire	286,958
New Jersey	50,312
New Mexico	10,071,235
New York	169,841
North Carolina	1,206,408
North Dakota	533,728
Ohio	305,542
Oklahoma	940,315
Oregon	2,728,294
Pennsylvania	261,217
Rhode Island	0
South Carolina	121,310
South Dakota	1,692,992
Tennessee	460,702
Texas	929,648
Utah	8,750,225
Vermont	110,445
Virginia	1,141,074
Washington	3,001,321
West Virginia	785,613
Wisconsin	538,167
Wyoming	7,706,042
Puerto Rico	8,420
Virgin Islands	21,164
Guam	792
Totals	$104,598,448

IV. A Look Ahead

Issue resolutions and the completion of program activities rarely coincide with the end of the fiscal year, so it is no surprise that many of the initiatives and issues BLM will face in Fiscal Year 1985 have been carried over from the previous year. In addition, the agency almost certainly will face a variety of yet unforeseen issues and projects this year. At this time, primary program emphases during Fiscal Year 1985 include the following:

Planning. A total of 29 resource management plans are scheduled for completion. Supplemental guidance for RMP's concerning program standards; implementing, monitoring, maintaining, and amending completed plans; quality control and review; and printing and graphics also is planned.

The major issue in the social and economic program during Fiscal Year 1985 will be improving the quality of analyses while maintaining the decentralized planning and decisionmaking authority within BLM. A reference guide on socioeconomic mitigation will be issued early in the fiscal year. A workshop on social and economic issues is scheduled tentatively in mid-1985, at which time the quality and uses of socioeconomic analyses will be addressed. BLM also will be addressing how to value resource outputs that are not traded in the marketplace.

Geology and Mineral Resources. The key issue regarding the mineral land classification program is to provide the public and the States a fair return from Federal mineral disposals through the proper delineation of Known Leasing Areas. This issue was highlighted during Fiscal Year 1984 by Federal court decisions that brought into question traditional methods of classifying Federal lands for competitive leasing. BLM has asked the National Academy of Sciences to examine both the statutory and procedural basis for mineral land classifications and to make recommendations that would improve these determinations.

The Geology, Energy and Minerals (GEM) assessment program will continue to address the issues of quality, consistency, and utility of minerals data in BLM decisionmaking. BLM will expand and improve current standards for GEM resource assessments and will continue to encourage public participation in minerals planning.

Important issues concerning the management and protection of groundwater resources will warrant special attention. BLM is working closely with the Environmental Protection Agency and other Federal surface use agencies to ensure a consistent and effective approach to this management problem. Coordination with State and local interests will be equally important in these efforts.

Oil and Gas. As a service to the oil and gas industry, other Federal agencies, States, and Indian Tribes, BLM will continue to host State/regional oil and gas conferences to give interested parties an opportunity to exchange ideas and review areas of mutual concern.

A qualifications audit program will commence operation in Fiscal Year 1985. The program is designed to perform a systematic audit of the qualifications of lessees regarding both the limitation on acreage that any lessee is allowed to hold under lease, and any affiliation a lessee may have to countries determined to be non-reciprocal in their treatment of United States companies.

A proposed Oil and Gas Order setting out detailed guidelines for operation in a Hydrogen Sulfide environment was prepared in Fiscal Year 1984 and will be published and completed during the upcoming year.

Geothermal. BLM plans to consolidate, streamline, and update the regulations pertaining to geothermal resource operations and leasing. An increasing number of geothermal leases approaching the end of their primary term contain one or more wells that appear to be capable of production in commercial quantities but are in jeopardy of expiring because the lessees have not consummated a contract for sale of geothermal resources in accordance with the statutory requirement.

Section 319 of Interior's Fiscal Year 1985 Appropriations Act sets forth conditions under which these leases may be extended to December 31, 1986, to allow time for the lessee to find a market for the resource. This provision applies only to leases in effect as of July 27, 1984.

Coal. In the coal program, completion of revised rules, procedures, and guidelines to implement Linowes Commission recommendations and Office of Technology Assessment policy options is expected by mid-summer 1985. A final programmatic environmental impact statement supplement on Federal coal leasing also is scheduled for completion in July 1985. The Secretary then will reach a decision on whether or not to resume regional coal sales under the revised coal program or to select an alternative program.

Oil Shale/Tar Sands. Development of the fundamental technology of oil shale is well advanced, but still lacks testing at commercial scale. In addition, a wide array of economic, environmental, and some technological uncertainties remain. Congress passed legislation in 1983 concerning off-site waste disposal, lease size, and related issues to provide the flexibility needed to meet the challenges of development.

During Fiscal Year 1985, BLM intends to continue prototype lease management, complete resource management plans in Utah and Colorado, monitor its regulatory initiative in light of legislative development, and identify the need to pursue long-term oil shale leasing through the permanent program with the assistance of the Regional Oil Shale Team.

In the tar sands program, many leasing decisions are expected to be made during Fiscal Year 1985. These include final conversion decisions for 7 major projects and several mining claim applications, preferred alternative decisions for 12 conversion applications, and a final decision on new competitive leasing. Depending on the outcome of the latter decision, the first lease sale under the new program could be held during Fiscal Year 1985, requiring the completion of a process by which Fair Market Value could be assessed.

Further work will be needed to complete rulemaking on the diligence/paying quantities issues and to develop a method for estimating the recoverable resource. Completion of the model unit form is expected during Fiscal Year 1985. A method of assessing the royalty on tar sands also will need to be identified. Finally, initiation of a program manual is planned during the year.

Mining Law Administration and Mineral Materials. During Fiscal Year 1984, the Department of the Interior and BLM supported an amended version of S.2157, "A Bill to Clarify the Treatment of Mineral Materials on Public Lands," which would have amended the Act of July 23, 1955, to authorize the United States to dispose of mineral materials such as sand and gravel located on mining claims. S. 2157 was passed by the Senate, without the above mentioned changes, but the House took no action.

Under the Comprehensive Environmental Response Compensation and Liability Act of 1980 and the Resource Conservation and Recovery Act of 1976, BLM is considered a landowner and thereby may be considered liable for hazardous wastes on the public lands. Because of this liability, BLM has intensified its review of Plans of Operations to ensure operations are in conformance with the statutes.

Hazardous Materials. Activities planned in hazardous materials management during Fiscal Year 1985 include inventory and assessment of potential hazardous waste sites on public lands as required by the 1984 Resource Conservation and Recovery Act amendments, the evaluation of hazardous materials inventory methods used during Fiscal Year 1984, inventory of new sites by all State Offices and validation of Federal and State site identification lists entries. The Fiscal Year 1985 program also will focus on emergency responses, liability and cost control, evidence gathering for potential litigation, employee safety, natural resource damage assessment, and future site control.

Lands. During Fiscal Year 1985, additional opportunities to streamline procedures to improve public service and respond to requests for use and acquisition of public lands will be sought. Regulations that will be reviewed for continuing need and possible amendment include: Opening and Closing Land, Airport Grants, Conveyance of Federally Owned Mineral Interests, Recreation and Public Purposes Act—Leases and Conveyances, Airport Leases, and Land Classifications.

Ways to cut costs, reduce case processing time, better conform to land use planning, and eliminate unnecessary requirements continue to be sought.

Regulations implementing the policy that the Department of the Interior would not charge Alaska Native Corporations for certain submerged lands against their entitlement were proposed in August 1983. A court case on this topic filed by the Wilderness Society and Sierra Club still is pending.

A major effort will be made to complete cost recovery rules for both Mineral Leasing Act and FLPMA right-of-way applications. Mineral Leasing Act regulations should be published in final form by January 1985. Implementing procedures also should be released at that time. FLPMA right-of-way regulations should be published in final form by approximately June 1985 and will be in effect by July. Once these regulations are in effect, a major portion of funding for the rights-of-way program will be derived from cost recovery.

Recreation and Wilderness. Fiscal Year 1985 emphases in the recreation program include implementation of the special recreation permit policy and recruitment of assistance in public recreation management. New and innovative approaches to encouraging and utilizing volunteers will be examined and developed. Opportunities and incentives for private organizations and State and local governments to participate in the management of public recreation areas and facilities will be reviewed. In addition, contributions and donations of goods, services, and funds will be pursued aggressively in future years.

With BLM's first major wilderness designations, Fiscal Year 1984 brought new responsibility for wilderness management. And in Arizona, the new wilderness designations were coupled with release from wilderness study area status of approximately 500,000 acres, which means no further interim management constraints. This demonstrates a program shift that will be felt even more in future years, as Congress acts on the results of BLM wilderness studies. The wilderness program gradually will shift from interim management of wilderness study areas to wilderness management of designated wilderness areas.

The acreage affected by the program will, of course, decline as the nonsuitable areas are released by Congress for nonwilderness uses. However, careful management attention will be necessary in the designated wilderness areas to assure that their wilderness character is protected, and that the public will have the best possible opportunities to use these areas.

Rangeland Management. The BLM and Forest Service are completing their joint review of the current grazing fee formula as required by the Public Rangelands Improvement Act (PRIA). That act established the current formula and required that the Secretaries of Agriculture and Interior submit to Congress by December 31, 1985, a report including an evaluation of the PRIA formula and other fee options, including recommendations for a fee system for 1986 and subsequent years. The two agencies currently are preparing the report for submission to Congress during the second half of Fiscal Year 1985.

Reports prepared for each of the Experimental Stewardship Program areas will be consolidated into an assessment of the program. A report to Congress on ESP will be submitted early in Fiscal Year 1985.

The Natural Resources Defense Council, Inc., took legal action in Fiscal Year 1984 to stop BLM from implementing provisions of its grazing regulations that provide for entering into Cooperative Management Agreements for livestock grazing. As a result, the Bureau has issued a moratorium on approval of CMA's with livestock operators until the case is decided.

Forestry. Proposals to set aside timberlands for purposes other than logging continue to be a major issue. BLM expects this issue to be raised many times as land use plans are developed. The use of chemical herbicides as a management tool continues to be controversial, with appeals and legal actions affecting implementation of vegetation management programs on many public land areas.

The President signed the Federal Timber Contract Modification Act on October 16, 1984. This Act allows purchasers holding certain timber sale contracts bid at relatively high prices to turn back to the Federal Government 55 percent of the total volume of those contracts (not to exceed 200 million board feet) upon payment of a buy-out charge. The Act requires both the Forest Service and BLM to publish final implementing rules within 90 days after enactment. The agencies are cooperating to publish final rules during January 1985. The regulations will establish the terms and conditions for the return of contracts and the steps the purchasers must take to request such action.

Wildlife. The wildlife program will continue emphasizing coordination with other BLM programs to ensure that managers have the most complete and comprehensive wildlife information when making multiple use resource decisions. Increased emphasis will be placed on sharing habitat improvement work with the States, which are responsible for managing resident wildlife populations. In addition, private groups that benefit from habitat improvements will be encouraged to make increased investments through donations of funds, materials, and labor.

Wild Horses and Burros. The single most important issue in the wild horse and burro program is how to achieve appropriate management levels. At the close of Fiscal Year 1984, approximately 64,000 wild horses and burros roamed the public lands, nearly 40,000 more than the estimated appropriate management level. Because of the problem of disposing of excess animals that must be removed from the range, a disproportionate amount of program funding goes into the adoption efforts and into maintaining unadopted animals, leaving minimal funds for management of wild free-roaming herds on the public lands. The ever-growing populations are inconsistent with land use decisions and inhibit effective multiple-use management on many areas of the public lands.

In the Fiscal Year 1985 appropriations bill for Interior agencies, BLM was given $16.7 million and was directed to remove 17,100 excess animals during the year. Thus removals, which will nearly triple the Fiscal Year 1984 totals, will receive major program emphasis.

Other potentially significant issues include the question of Federal Government liability for the taking of forage on private lands by wild horses or burros; water use by wild horses and burros on public lands included in grazing permits; and alternate means of disposal of unadopted healthy excess wild horses and burros.

Law Enforcement. An increased area of activity in California and Oregon (and, to some extent, in other Western States) is BLM law enforcement assistance to local officials in the eradication of marijuana cultivated on public lands. A coordinated program that includes detection, employee awareness, public awareness, and a law enforcement strategy has been developed. It is anticipated that a moderately sized detection and enforcement effort that depends largely on cooperative agreements with local law enforcement agencies, together with an effective public information program, will go a long way toward minimizing the present problem and curtailing the growth of marijuana on the public lands in the future.

Engineering. As BLM's program responsibilities expand to keep pace with public interest in and use of its lands, construction and maintenance become increasingly pressing concerns. Lack of office and storage space are often recurring problems, but BLM must increasingly emphasize its maintenance responsibilities as the intensity of public use of its facilities increases.

Increasing use of BLM roads and trails results in erosion problems because few BLM roads were designed for present use levels or for passenger vehicles. Poor drainage control can result in a soil loss of as much as 100 tons per mile of poorly surfaced road each year, and many of these roads can be used only seasonally. Of the 64,000 miles of existing road, 20,000 are primitive and can be hazardous to visitors accustomed to the highly developed roads in urban areas.

BLM constructs and maintains its transportation system to support its own resource management objectives, and does not construct public roads. However, as population pressures increase, so do demands for BLM to construct and maintain its roads to State and county road standards. To meet such demands, the only option short of closing the road is to transfer some roads out of BLM authority to local public road authority.

Considering the need for recreation facilities, BLM constructs and maintains a very modest number of functional facilities for use by the general public. Particular problems relating to high visitor use occur in the California Desert, along the Colorado River between California and Arizona, in caves in New Mexico, in the El Malpais areas of New Mexico, in the Little Sahara sand dunes in Utah, and on the upper Missouri River in Montana. Current plans are to pace new construction with the completion of resource management plans to ensure that BLM is fully prepared to deal with increased use.

Information Resources Management. BLM will continue efforts to put computer power in the hands of the users by improving telecommunications or microcomputer purchases. Information Resources Management related publications, manuals, and directives will be improved and brought into compliance with existing Departmental and OMB guidelines. Four Information Systems reviews will be conducted, and efforts to improve BLM's aging computer system will be continued.

Summary. Overall, BLM faces its usual widespread variety of issues and initiatives during the upcoming fiscal year. As a multiple use agency administering millions of acres of land and diverse resources, BLM is becoming quite proficient in offsetting needed resource development with resource protection. The agency does not operate in a vacuum, however, and close consultation and coordination with State and local governments, private organizations, and the public is extremely important. BLM looks forward to continuing and improving our relationship with our users and publics as we strive to meet the mandates placed upon us by the Federal Land Policy and Management Act.

V. Appendix

BLM's Organizational Structure

The Bureau of Land Management was established July 16, 1946, through consolidation of the General Land Office (created in 1812) and the Grazing Service (formed in 1934), as set forth in the President's Reorganization Plan 3. Since then, BLM has evolved into a decentralized, line and staff organization.

BLM's Headquarters Office in Washington, D.C., is headed by the Director and Associate Director. They are supported by three Deputy Directors who function as line officials and who, together with the Director and Associate Director, provide top-level executive leadership and management.

The Headquarters Office develops and/or translates executive, legislative, and judicial policies and procedures for programs under BLM administration, and supports Secretarial officials in coordinating those programs with other Federal, State, and local governments. The Headquarters Office also assures that program responsibilities delegated to other BLM units are being fulfilled according to established policies and procedures. A Table of Organization for the Headquarters Office is found in Illustration 1.

There are 12 State Offices, each headed by a State Director with line authority. Each office is responsible for all land and resource programs within the geographic area, which generally consists of one or more States (see Illustration 2 for jurisdictions and addresses).

State Offices are responsible for planning, developing, and managing renewable and nonrenewable resource programs, and for maintaining relations with the public and with a variety of organizations. The acreage that western State Offices manage ranges from 7 million acres of public lands in Montana to about 150 million in Alaska. The Eastern States Office, headquartered in Alexandria, Virginia, manages aproximately 60,000 acres in States that border on or are east of the Mississippi River and leases minerals on 24 million acres of Federal reserved mineral ownership.

At the local level, 55 District Offices develop and carry out resource management work programs. Each office has responsibility for a portion of the geographical area under the jurisdiction of the State Office. Districts are the basic field component of BLM and are headed by a District Manager, who is a line official.

In the Lower 48 States, the largest District is the California Desert District with over 12 million acres. In Alaska, the Fairbanks District contains approximately 60 million acres. The smallest BLM District administers only 7,000 surface acres in Oklahoma. The average size of a District in the Lower 48 States is about 3 million acres, or an area about the size of Connecticut.

Districts are divided into Resource Areas, administered by Area Managers. These line officials have responsibility for day-to-day resource management activities and implementation of on-the-ground actions for use of the public lands.

Resource Areas in the Lower 48 States range in size from 5.5 million acres in the Tonopah Resource Area of Nevada to Resource Areas as small as 25,000 acres in other States. By comparison, the Arctic Resource Area in Alaska administers approximately 27 million acres.

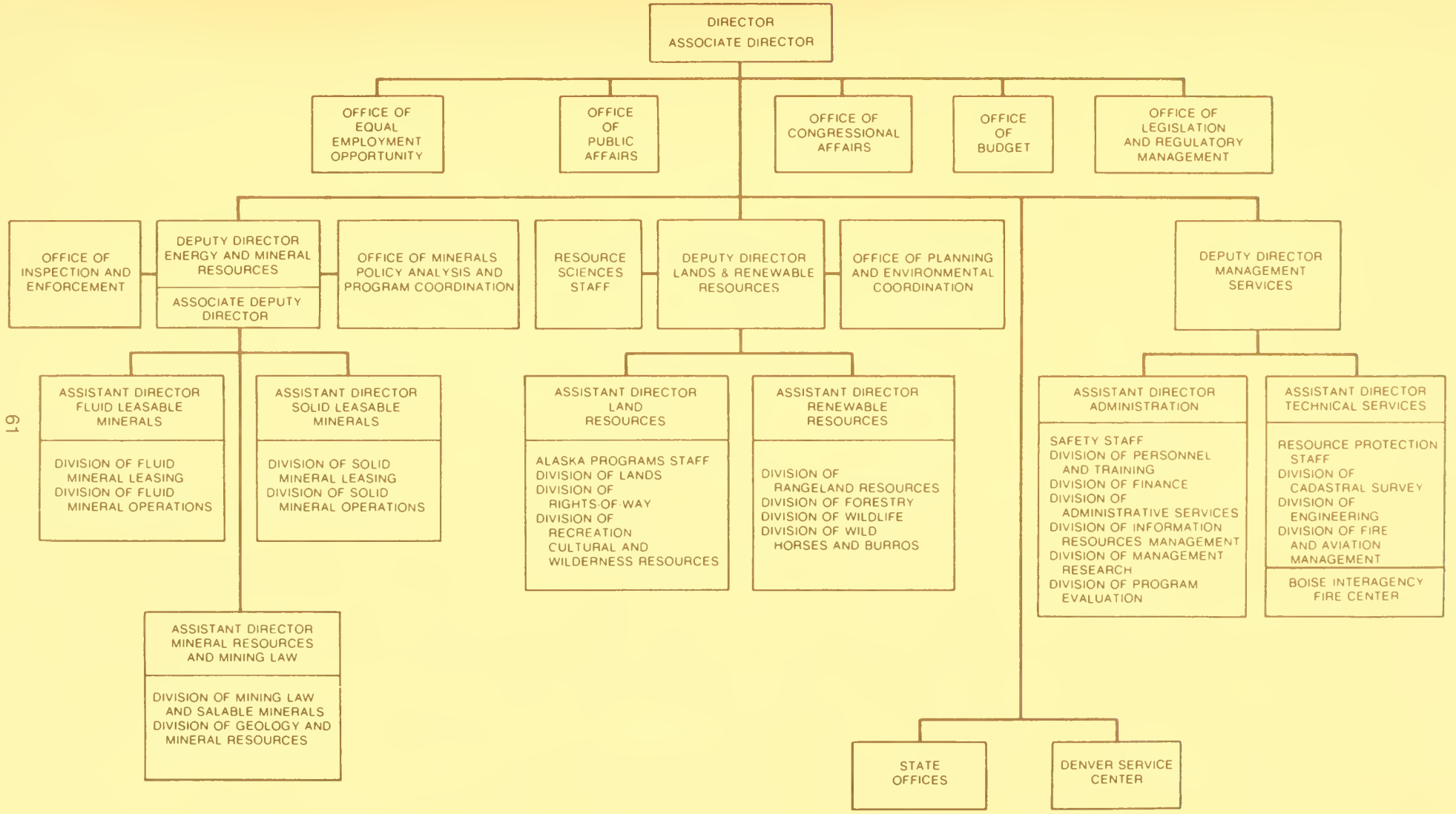
There are 153 Resource Area Offices in BLM, many of them sharing office locations with District Offices. Fifty-eight are detached Resource Area Headquarters in separate communities.

Two field offices provide special support to BLM: the Denver Service Center and the Boise Interagency Fire Center. The Denver Service Center provides consolidated administrative support to State and District Offices and, to some extent, to the Headquarters Office. It also is charged with gathering, storing, and retrieving natural resource data and adapting scientific and technological concepts to field use. The line official of the Service Center is a Director who reports to the BLM Director.

The mission of the Boise Interagency Fire Center (BIFC) is to pool interagency fire fighting resources and deploy them when wildfires grow beyond the control of local BLM, Forest Service, Bureau of Indian Affairs, U.S. Fish and Wildlife Service, or National Park Service officials. The responsible BLM official is the BLM Director-BIFC, who reports to the Assistant Director, Technical Services in the Headquarters Office. BIFC has a permanent work force supplemented by additional personnel as fire conditions dictate.

Illustration 1.

Bureau of Land Management - Headquarters Office


DIRECTOR
ASSOCIATE DIRECTOR
OFFICE OF EQUAL EMPLOYMENT OPPORTUNITY
OFFICE OF PUBLIC AFFAIRS
OFFICE OF CONGRESSIONAL AFFAIRS
OFFICE OF BUDGET
OFFICE OF LEGISLATION AND REGULATORY MANAGEMENT
OFFICE OF INSPECTION AND ENFORCEMENT
DEPUTY DIRECTOR ENERGY AND MINERAL RESOURCES
ASSOCIATE DEPUTY DIRECTOR
OFFICE OF MINERALS POLICY ANALYSIS AND PROGRAM COORDINATION
RESOURCE SCIENCES STAFF
DEPUTY DIRECTOR LANDS & RENEWABLE RESOURCES
OFFICE OF PLANNING AND ENVIRONMENTAL COORDINATION
DEPUTY DIRECTOR MANAGEMENT SERVICES
ASSISTANT DIRECTOR FLUID LEASABLE MINERALS
DIVISION OF FLUID MINERAL LEASING
DIVISION OF FLUID MINERAL OPERATIONS
ASSISTANT DIRECTOR SOLID LEASABLE MINERALS
DIVISION OF SOLID MINERAL LEASING
DIVISION OF SOLID MINERAL OPERATIONS
ASSISTANT DIRECTOR MINERAL RESOURCES AND MINING LAW
DIVISION OF MINING LAW AND SALABLE MINERALS
DIVISION OF GEOLOGY AND MINERAL RESOURCES
ASSISTANT DIRECTOR LAND RESOURCES
ALASKA PROGRAMS STAFF
DIVISION OF LANDS
DIVISION OF RIGHTS-OF-WAY
DIVISION OF RECREATION CULTURAL AND WILDERNESS RESOURCES
ASSISTANT DIRECTOR RENEWABLE RESOURCES
DIVISION OF RANGELAND RESOURCES
DIVISION OF FORESTRY
DIVISION OF WILDLIFE
DIVISION OF WILD HORSES AND BURROS
ASSISTANT DIRECTOR ADMINISTRATION
SAFETY STAFF
DIVISION OF PERSONNEL AND TRAINING
DIVISION OF FINANCE
DIVISION OF ADMINISTRATIVE SERVICES
DIVISION OF INFORMATION RESOURCES MANAGEMENT
DIVISION OF MANAGEMENT RESEARCH
DIVISION OF PROGRAM EVALUATION
ASSISTANT DIRECTOR TECHNICAL SERVICES
RESOURCE PROTECTION STAFF
DIVISION OF CADASTRAL SURVEY
DIVISION OF ENGINEERING
DIVISION OF FIRE AND AVIATION MANAGEMENT
BOISE INTERAGENCY FIRE CENTER
STATE OFFICES
DENVER SERVICE CENTER

10/17/84

Illustration 2.1

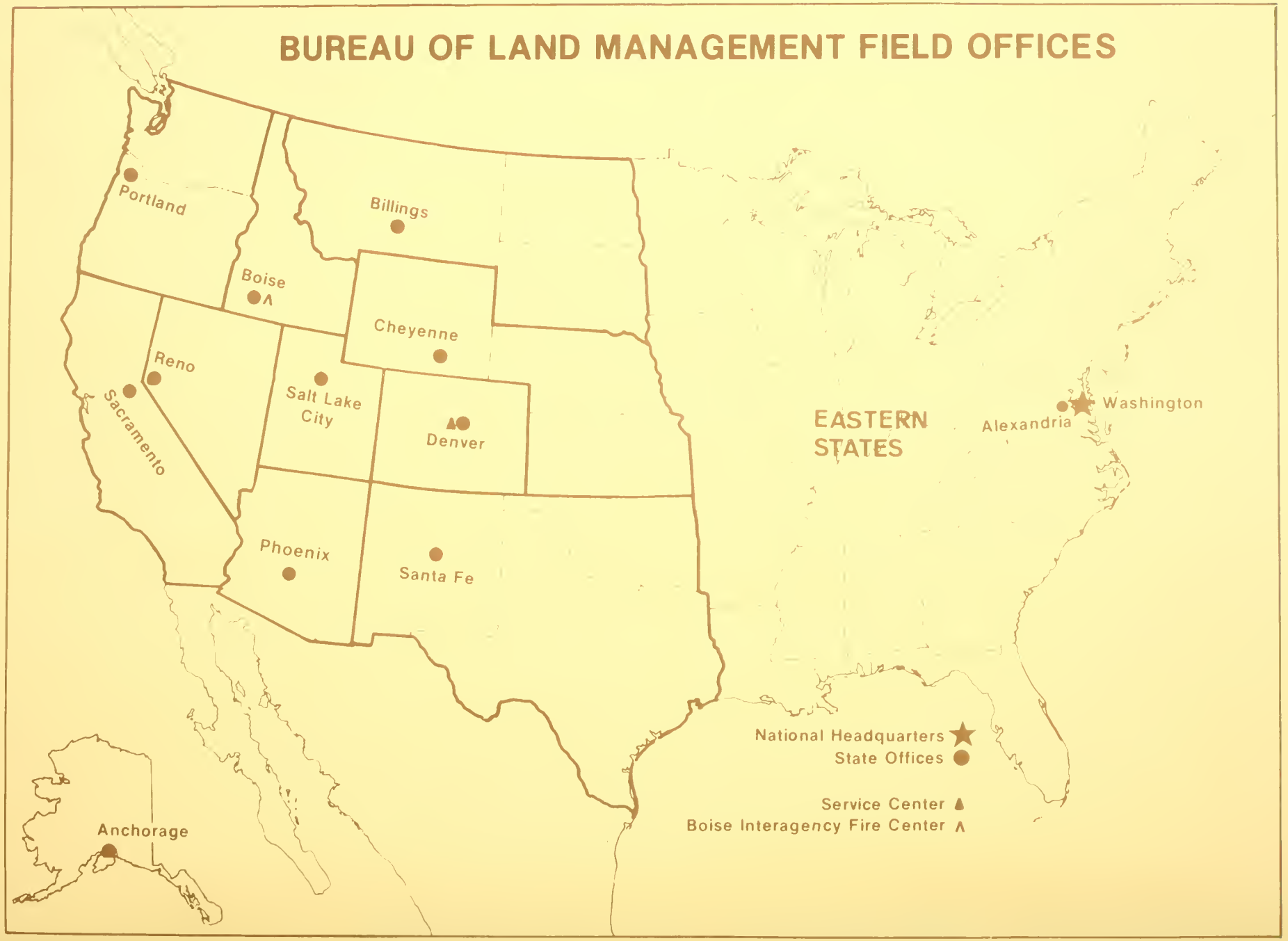
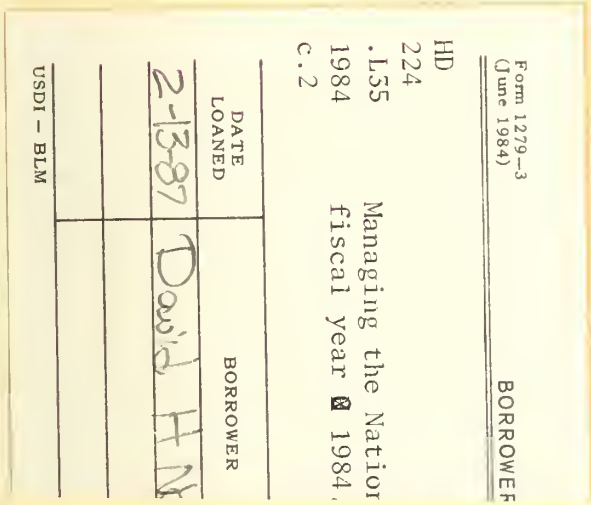


Illustration 2.2

BUREAU OF LAND MANAGEMENT STATE OFFICES

Bureau of Land Management
Library
Bldg. 50, Denver Federal Center
Denver, CO 80225



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State Director
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ARIZONA: 3707 North 7th Street
Phoenix, AZ 85014
Dean Bibles, State Director
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CALIFORNIA: 2800 Cottage Way
Sacramento, CA 95825
Ed Hastey, State Director
(916) 484-4724

COLORADO: 2020 Arapahoe Street
Denver, CO 80205
Kannon Richards,
State Director
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EASTERN STATES: 350 South Pickett Street
Alexandria, VA 22304
Curtis Jones, Director
(703) 274-0190

IDAHO: 3380 Americana Terrace
Boise, ID 83706
Clair Whitlock, State Director
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Billings, MT 59107
Dean Stepanek, State Director
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NEVADA: 300 Booth Street
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Reno, NV 89520
Ed Spang, State Director
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NEW MEXICO: South Federal Place
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UTAH: 324 South State Street
Salt Lake City, UT 84111
Roland Robison,
State Director
(801) 524-5311

WYOMING: 2515 Warren Avenue
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Hillary A. Oden, State Director
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